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## ON COSTS OF WELFARE PROGRAMS

### FINAL REPORT TO THE FEDERAL-PROVINCIAL CONFERENCE OF MINISTERS OF WELFARE


JANUARY 1971



FEDERAL-PROVINCIAL WORKING GROUP

OTTAWA





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FEDERAL - PROVINCIAL WORKING GROUP

ON COSTS OF WELFARE

PROGRAMS

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FINAL REPORT

TO THE  
FEDERAL-PROVINCIAL CONFERENCE  
OF MINISTERS OF WELFARE






November 28, 1978

TO THE CHAIRMAN AND MEMBERS OF  
THE FEDERAL-PROVINCIAL COMMITTEE  
ON WELFARE PROGRAMS

FEDERAL-PROVINCIAL WORKING GROUP

ON COSTS OF WELFARE PROGRAMS

Yours sincerely,

  
D.M. Coleman

  
J. H. ...

Co-Chairman

Federal-Provincial Working Group  
on Costs of Welfare Programs



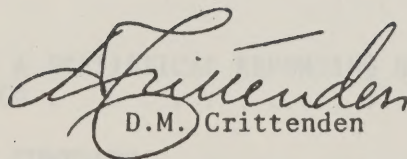


December 28, 1970

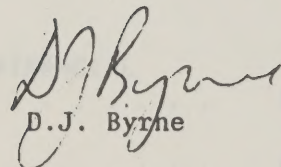
TO THE CHAIRMAN AND MEMBERS OF  
THE FEDERAL-PROVINCIAL CONFERENCE  
OF WELFARE MINISTERS

We are attaching the final report of the Federal-Provincial  
Working Group on Costs of Welfare Programs.

Yours sincerely,



D.M. Crittenden



D.J. Byrne

Co-chairmen

Federal-Provincial Working Group  
on Costs of Welfare Programs





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## INTRODUCTION

The Federal-Provincial Working Group on Costs of Welfare Programs was established following the Federal-Provincial Conference of Welfare Ministers in Ottawa on January 16 and 17, 1969. Agreement was reached at that conference to establish several task forces on welfare programs and subsequently at a meeting of deputy ministers in February, 1969, a working group on costs was established. The working group on welfare costs was organized in mid-May and commenced work in June, 1969. This report provides a summary of the work of the group.

Costs of financial assistance, child welfare and institutional care for adults have been tabulated for the ten year period ending March 31, 1969. Tables of these costs are included in this report. Based on these tabulations certain analyses have been carried out and are discussed in the report. The validity and depth of the analyses however, have been severely limited by inadequacies and inconsistencies in the data, and by the lack of a uniform approach to data collection by provinces.

The group carried out some exploratory work in relation to the application of cost-benefit techniques in welfare. Cost-benefit studies in the field of welfare require an extensive amount of pertinent information, especially if social costs and social benefits are to be taken into account as well as economic costs and benefits. Data collection up to the present time has yielded very little or incomplete information and therefore the conclusions of this study were restricted. Furthermore, any attempt at the application of cost-benefit techniques to welfare at this time would therefore seem very difficult.

Finally the group looked into the possibility of developing an information system for each province and for the country as a whole. The system contemplated would provide financial, statistical and other data relevant to program development evaluation and administration. The report contains an outline of the problems encountered and a suggested plan for the pursuit of this objective. The main recommendation of the group is that the development of an information system common to all jurisdictions should be given top priority by each government. Such an information system should be the first step in any attempt to improve the application of planning and budgeting procedures to welfare programs.

In presenting this report and the data and analyses contained therein, the group cautions the reader against drawing any conclusions concerning the relationships of welfare expenditures with those of any other government activity, or with the needs of welfare recipients. While a study of some or all of these relationships would be of value, the limitation of resources and data did not permit such investigation.

### National trends and international comparisons

During the ten years under study, 1959-60 to 1968-69, total social welfare expenditures in Canada by all governments\* remained fairly constant

\* The items of expenditure included in "total social welfare expenditures" are specified in Schedule I.

as a proportion of gross national product. These expenditures averaged 5.9% of the gross national product annually, reaching a high of 6.4% in 1960-61 and in 1961-62 and a low of 5.4% in both 1965-66 and 1966-67. In 1967-68 and 1968-69 the trend reversed and the ratio reached about 6.0% of the gross national product in these two years.

On the other hand financial assistance costs appear to be increasing at a greater rate than the gross national product - 11.5% per year as compared with 8% for gross national product. For the year 1968-69 financial assistance accounted for approximately 63.5% of the total of all assistance and welfare service costs falling under federal-provincial sharing agreements. For this same year the total of all costs taken into account under the various cost sharing agreements accounted for roughly 21% of total social welfare expenditures in Canada.

During the same period other countries have experienced increases in their total social welfare expenditures. In the United States during the years 1958-59 to 1966-67 (last figures available), total government social welfare expenditures as a proportion of gross national product tended to increase, rising from 4.3% to 6.2%. For this same period in the United Kingdom social welfare expenditures also increased as a proportion of gross national product, rising from 6.7% to 7.7%.



## TERMS OF REFERENCE

The terms of reference given this group by the Deputy Ministers at their February meeting, 1969, are as follows:

1. To define the specific cost areas to be investigated.

A possible breakdown is the following:

- (a) Financial Assistance
  - (b) Institutional Care for Adults
  - (c) Child Welfare
  - (d) Health Care Services
  - (e) Welfare Services and Administration
2. To identify cost trends and patterns in each of the defined areas for a significant period, probably the last ten years.
  3. To analyze economic, social, program and administrative factors that have affected costs.
  4. To explore the feasibility of a cost-benefit analysis of various program components.
  5. To relate cost trends to various indices of change such as the gross national product, total government expenditures (budgetary and non-budgetary), expenditures on education, total and per capita health and welfare expenditures at different levels of government.
  6. To develop definitions, forms and tables and suggest administrative arrangements for financial and statistical reporting for the purpose of program planning, budgeting and forecasting.



FEDERAL-PROVINCIAL WORKING GROUP ON COSTS OF WELFARE PROGRAMS

Membership as of October 1970

Main Committee  
Membership

---

Co-chairmen

Miss D.M. Crittenden	Ontario	X
Mr. D.J. Byrne	Federal Government	X

Sub-Committee "A" - Costs

M. C. Blier (president/chairman)	Quebec	X
Mr. C.W. Tucker	Newfoundland	X
Mr. G.A. Cairns	Prince Edward Island	X
Mr. I. Hambling	Nova Scotia	X
M. L. Trudel	Quebec	
Mr. W. Groom	Ontario	X
Mr. J. Troniak	Manitoba	
Mr. W. Charabin	Saskatchewan	
Mr. R. Ralphs	British Columbia	X
Mr. J.I. Clark	Federal Government	X
Mr. E. Ball	Ontario	
Mr. I. Schachtel	Federal Government	

Sub-Committee "B" - Definitions, Forms and Tables

Mr. A.H. Zimmerman (Chairman/president)	Saskatchewan	X
Mr. D.J. Junk	New Brunswick	X
Mr. G. Beausoleil	Quebec	X
Mrs. E. Etchen	Ontario	X
Miss Miriam Ferns	Manitoba	X
Mr. W. Simon	Alberta	X
Miss R.I. Brown	Federal Government	X
Mr. E.J. van Goudoever	Federal Government	
Mr. M. Mailloux	Quebec	



Special Group on Statistics and Systems

Mrs. D. Zarski	Federal Government	
Mrs. E. Etchen	Ontario	X
Mr. D.J. Junk	New Brunswick	X
Mr. M. Mailloux	Quebec	
Mr. K. Nash	Ontario	

## RECOMMENDATIONS

(1) That an information system with common minimum input and characteristics on welfare activities by each province and for the country as a whole be developed under the auspices of a special federal-provincial group of experts that should be established for this purpose. The information system should include social, economic, demographic and other data, to be specified, essential to program analysis, development and administration. It is further recommended that the federal government make resources available for this task.

(2) That concurrently with the development of an information system further research and exploration work relative to the factors affecting the cost of welfare and relative to the applicability of cost-benefit techniques to welfare should be undertaken by the federal authority with the co-operation of the provinces.





SCHEDULE 1  
EXPENDITURES INCLUDED IN DEFINITION OF  
TOTAL SOCIAL WELFARE EXPENDITURES

1. Old Age Benefits - Old age security benefits, federal and provincial shares of old age assistance, guaranteed income supplement and retirement benefits under the Canada and Quebec Pension Plans.
2. Survivors Benefits - Survivors benefits under CPP and QPP and mothers allowances.
3. Family Allowances - Family assistance, youth allowances, Quebec's schooling allowances and Quebec's supplementary family allowances scheme.
4. Unemployment Benefits - Unemployment insurance benefits, federal share of unemployment assistance and provincial aid to unemployed employables and unemployables.
5. Disability Benefits - Blind allowances and disabled persons allowances.
6. Workmen's Compensation - Includes only cash benefits to recipients.
7. Veterans pensions and war veterans allowances.
8. Other - Canada Assistance Plan (federal, provincial and municipal shares), provincial child welfare, other provincial welfare services, all remaining municipal expenditures, income maintenance payments to Indians, Eskimos, immigrants and farmers, federal welfare services and welfare grants and administration costs of programs.



## SECTION I

### ANALYSIS OF THE COSTS OF WELFARE PROGRAMS

1959-60 TO 1968-69





## FINANCIAL ASSISTANCE

The purpose of this study is to identify cost trends and patterns of welfare programs and to analyze economic, social, program, and administrative factors which have affected costs and to relate cost trends to indexes such as G.N.P., total government expenditures, total and per capita expenditures at different levels of government. The subcommittee on costs selected the ten year period from fiscal year 1959-60 to 1968-69 inclusive as the time span for its study. In carrying out its functions the subcommittee initially examined the areas of financial assistance, child welfare, adult institutions, health care and administration costs and reported its preliminary finding in the Interim Report To The Federal-Provincial Conference on Ministers of Welfare, October 2 & 3, 1969. This report deals only with the first three areas mentioned. The lack of any meaningful data did not permit an analysis of health care and administration costs.

Costs discussed in this section refer to those made under financial assistance programs. "Financial assistance" means payments made, in accordance with provincially directed welfare programs, to individuals and families to provide them with financial resources to meet living costs. A needs test or means test is used to determine eligibility; and financing is shared in general by the federal, provincial and municipal governments. It excludes direct income maintenance payments under federal programs and the Province of Quebec's Pension Plan, Schooling Allowances and Family Allowances Programs.

In 1968-69 total expenditures by federal, provincial and municipal governments on all forms of assistance and welfare services were \$938.6 million. Of this total \$595.8 million or 63.5% was financial assistance and \$342.8 million or 36.5% covered other forms of assistance such as child welfare and institutional costs and welfare services which includes administration.

To assist the subcommittee in its examination of financial assistance all available pertinent data were collected from each provincial authority for each year of the 10 year period. However the only data that permitted comparison were:

- (a) Expenditure data by program
- (b) Case load statistics

The original data were used for purposes of the Interim Report. These data were then reviewed by the subcommittee in an attempt to eliminate variations in program content, insofar as the subcommittee was aware of these inconsistencies in order to ensure consistency from year to year in the data for a province to make interprovincial comparisons possible.

Throughout this study the committee has encountered major problems due to the limited data available and the general lack of reliable data from almost all provinces. Therefore it must be stressed that the data presented in this report have very serious limitations and the analyses based thereon must necessarily be hedged with many reservations. The limitations of the data affected the work in each program area, and the following points have general applications:

- (1) There were serious inaccuracies and inconsistencies in the data for many provinces mainly because of poor data gathering systems.

- (2) Definitions have not been stringently applied and therefore very often data purporting to be consistent may in actual fact include components varying widely in their characteristics.
- (3) A welfare case means a person receiving welfare payments which could be a single or multi-person unit. A case is not indicative of the numbers dependent on welfare, or of the duration of assistance as it was necessary to take an average over each year of such cases.
- (4) There is knowledge of double counting which may be quite serious in the earlier years as between welfare programs and as between welfare administrations within provinces. In the latter part of the period conscious efforts have been made by welfare authorities to eliminate double counting but some still persists. The sub-committee in its review of the original data had attempted to reduce the extent of double counting by not including cases known to receive supplementation.
- (5) There was difficulty in getting a breakdown in several provinces as between the numbers on short term assistance and the numbers on long term assistance.
- (6) Consistent data were not available over time as to the exact reasons for persons receiving welfare assistance. This is due in part to decentralized administrations in the earlier years of the period and to the changing approach to program administration from an emphasis on categorical groups to an emphasis on the needs of recipients.

#### Trends of financial assistance expenditures

The following important trends have been identified in the movement of financial assistance expenditures over the period 1959-60 to 1968-69:

- (1) There has been an absolute increase in expenditures in this period. Between 1959-60 and 1968-69, financial assistance expenditures increased to \$595.8 million or by \$372.6 million, i.e., by 167%.  
  
The amounts and rates of change are shown in Tables 1 and 2 and in Chart 1.
- (2) The rates of expenditure growth have varied among the provinces.
- (3) In general, caseloads have increased as shown in Table 3. In view of the serious double counting thought to exist in the early years of the period the growth in welfare cases would be more significant than shown in Table 3 if this double counting were eliminated. In a few of the provinces caseloads have declined in recent years. Part of this decline may be due to better accounting of the caseload in the latter part of the period.
- (4) The costs of financial assistance are rising at a faster rate than the increase in population in each of the provinces. This is illustrated by the changes in per capita financial assistance expenditures presented in Table 5 and Chart 2.



- (5) Different programs have contributed to the increase in financial assistance expenditures in each province. Looking at the relative share of each program to total financial assistance expenditures in each province in 1959-60 and in 1968-69, one or two particular programs such as social assistance and unemployment assistance have become more important during the period (see Table 6).

#### Analysis of factors affecting costs of financial assistance

This section examines some of the principal factors which have affected financial assistance. While the analysis relates to financial assistance, it should be stressed that these factors underlie the costs of both financial assistance and welfare services.

With the limitations of data and the difficulty of measuring the effect of factors on costs, it is not possible to do a detailed analysis of these factors but merely assess their general impact on costs. The factors examined are:

- (1) price and wage and salary changes,
- (2) demographic factors,
- (3) changes in the labour force and employment,
- (4) provincial financial assistance burdens,
- (5) shifting of responsibility,
- (6) program developments,
- (7) other factors.

#### (1) Price and wage and salary changes

Price and wage and salary increases (see Table 7) have required governments to review rates of financial assistance. Increases granted have endeavoured to take into account both the changing patterns of consumption and rising prices even though these increases have not been closely correlated with wages and salaries and prices.

When financial assistance data are deflated to take out the increase due to the rise in consumer prices, it appears that for the whole of Canada financial assistance expenditures rose by only \$259.4 million between 1959-60 and 1968-69 as compared with \$372.6 million in current dollars.

This represents an increase of 117% for the period as against an increase of 167% for the period for financial assistance expenditures in current dollars. The difference between the total increase in financial assistance expenditures in current dollars and the total increase in financial assistance expenditures in constant dollars has varied considerably (see Tables 1, 2, 8 and 9).

While price and wages have had a general effect on costs over the period there has been a differential impact in the early part as compared to the latter part of the period. A study of the Consumer Price Index and of

average weekly wages and salaries (see Table 7) shows that these remained quite stable for the six years 1959 to 1964, the average annual increase of the former being 1.4% and of the latter 3.6%. Expenditures on financial assistance, however, showed considerable diversity from year to year within each province as well as between provinces, with the exception of one province where the average annual increase in those six years was comparatively stable. Thus the increases in expenditures for the first six years of the period under review appear to be mainly due to other factors such as the revision and extension of existing programs, the introduction of new schemes, and increases in the numbers of recipients. In the last four years of the period, 1965 to 1968 inclusive, both the Consumer Price Index and average weekly wages and salaries showed substantial increases. The Consumer Price Index rose from 108.3 to 124.1 (1958 = 100) or an average annual rate of 3.9%. Meanwhile average weekly earnings jumped from \$86.51 to \$109.88 at an average annual rate of increase of 6.7%. Hence while rapid increases in prices and wages and salaries were more significant and were an indirect factor for increasing financial assistance costs in this latter period, other factors continued to operate on costs as well.

## (2) Demographic factors

If the proportion of those on welfare related to total population remains fairly constant or increases, absolute increases in the population will influence welfare costs. It appears from Table 3 that the rate of growth in the number of welfare cases (even with double counting in the earlier years) has been greater over the period than that of population. It may therefore be concluded that the increase in population which took place between 1958 and 1969 had a positive effect on changing financial assistance costs.

The composition of the population can also directly affect welfare costs if the groups which are more likely to need assistance grow relatively faster than the groups in which the dependency factor is lower. During the period under review, the group up to 14 years of age which numbered 5,857,700 in 1959 showed the least increase, rising by about 12% to 6,565,500 in 1968. The next group, between 15 and 64 years of age inclusive, showed the greatest gain, growing from 10,296,500 to 12,573,800 or about 22%. The group 65 years and over, had an increase of about 21% from 1,328,800 in 1959 to 1,604,700 in 1968. These figures may lead to the conclusion that the dependency factor of the age group 15 to 64 is increasing. However it is not possible to confirm this assumption on the basis of the information now available.

## (3) Changes in the Labour Force and Employment

With the increase in the population group 15 to 64 years of age inclusive, there was also an increase in the labour force. Bearing in mind that the labour force includes the 14 year olds who are working or seeking work, it numbered 6,242,000 in 1959 and increased by about 27% to 7,919,000 in 1968. Economic activity maintained a vigorous level and the number of unemployed showed an absolute increase of only 2.7% in the period. The rate of unemployment fell from 6% in 1959 to about 4.8% in 1968.

Low unemployment, a rewarding standard of earnings and a satisfactory rate of production are necessary to provide a solid basis for sustaining an adequate welfare system. Table 10 shows the unemployment rates in the country by region and for Canada for 1961 to 1968 inclusive. These rates differ significantly from region to region reflecting economic conditions in different parts of the country. It is not possible with the available data to do a realistic analysis for all provinces of a correlation between unemployment and the level of financial assistance because of the lack of detail relating to recipients of financial assistance and because reliable data on unemployment rates are not presently available for some provinces. It can be postulated that, given a high level of employment opportunities, there should be a decline in the numbers of unemployed employable persons and that there could conceivably be a favourable effect on some of the groups considered to be unemployable (this hypothesis was proven during the Second World War).

At the beginning of 1969 the province of Quebec completed a study entitled "Etude sur l'évolution des coûts de l'assistance sociale" in which an examination was made of the effect of unemployment on persons receiving unemployment assistance. In the years 1961-62 to the end of 1965-66, the number of cases increased even though unemployment declined. In the latter two fiscal years, the numbers increased at a much more rapid pace at a time when unemployment was also increasing. The increased caseload in the earlier period when unemployment declined was due to expansion of unemployment assistance, the characteristics of those on unemployment assistance, the replacement of older workers by younger ones with better training and education, and the difficulties in retraining older workers because of their low educational background. In the latter period, the increased caseload was more directly related to the increase in the levels of unemployment although other factors continued to be important. This study gives an indication of the effect of unemployment on the costs of a program affected by the lack of employment opportunities. It shows too that many factors have to be considered in the analysis of the relationship between unemployment and financial assistance.

#### (4) Provincial financial assistance burdens

The committee explored the possibility of comparing provincial capability in meeting financial assistance costs.

An attempt was made to relate cost trends to total government expenditures in each of the provinces but it was not possible to make realistic comparisons because of such difficulties as:

- (a) Transfer of responsibility for programs as within a province and between the provincial and federal governments.
- (b) Variations in timing of the introduction of new programs, especially hospital and medical care programs.
- (c) Provincial differences in financing that affect government expenditures. For example, the province of New Brunswick collects all property taxes and pays a portion back to municipalities.

Consideration was also given to the use of costs per case in the development of an indicator; however, the use of costs per case was not considered



advisable because of the double counting in the caseload figures which was discussed earlier in the report. It was recognized that for any in-depth study of comparative provincial burdens in this area it would be most desirable to have a breakdown of costs for each province and for each year showing the actual numbers of cases and persons sub-divided again as between short and long term cases and the levels of assistance rates and benefits that were paid or provided in each instance.

Because of the limitations of data on caseload, Table 5 was developed to show financial assistance costs per capita in all provincial jurisdiction and it shows that certain provinces have per capita costs in excess of the national average. These data only show one side of the equation. To get a more complete picture one should take into account some measure of the relative ability of a province to support government programs including welfare. A good measure of this ability is gross provincial product. While some provinces have developed this measure, it is not available in time series for all provinces. Also different provinces use quite different assumptions to deal with the conceptual problems associated with measuring gross provincial product and these variations restrict the usefulness of gross provincial product for comparability. In view of this, provincial personal income which is comparable inter-provincially, was selected as the best available measure of aggregate incomes within a province. In addition provincial personal income makes up a large share of gross provincial product and changes in provincial personal income would closely parallel changes in gross provincial product. Table 12 was developed to reflect the provincial share of financial assistance as a percentage of provincial personal income for certain years.

This Table shows the relative impact in each province of financial assistance expenditures in relation to the provincial personal income. This shows that in all provinces except Saskatchewan spending on financial assistance programs has increased more quickly than personal income during the period 1959-60 to 1968-69.

A much more conclusive study of this subject would be possible with better source data, however, it was recognized that any study would have some limitations. An important factor unknown to the committee was provincial priorities in the allocation of resources to meet program obligations. Some light on the application of such priorities might be gained from a comparison of actual allocation with total budgets for each province. While the variations between provinces that have been identified may well reflect differences in provincial priorities, the more significant variations such as between Newfoundland and the percentage for the country, (see table 12), must also reflect a greater demand in Newfoundland for welfare funds. It would appear therefore, that program expenditures in some provinces are likely to be held below what they otherwise might be if financial capability were not such an important consideration.

#### (5) Shifting of responsibility

Historically, there has been a shift of responsibility for financial assistance from the private sector to the public sector. Moreover there has also been a shifting of responsibilities among levels of government within the public sector as from municipal to provincial and provincial

to federal. This has not been a clear cut shift from one agency to another but rather a transitional process which has gone on and is continuing. Accordingly, it is difficult at this time to assess the impact of this shift on the cost of financial assistance. Still, this process of shifting responsibility from the private to the public sector can be a factor which will increase welfare costs for a number of reasons, namely:

- (1) the higher standards of assistance,
- (2) the greater financial capability of the public sector,
- (3) more formal arrangements by the public sector.

#### (6) Program developments

Program changes have gone on during the period in federal welfare legislation, provincial welfare legislation and social security legislation.

##### (a) Federal welfare legislation

The most significant legislative change during the period has been the enactment of the Canada Assistance Plan in 1966. A cornerstone of the program was the emphasis on a needs approach. It is felt that this has resulted in redistribution of resources since this program went on in conjunction with changes in provincial legislation. It is difficult to assess at this stage the impact of the Canada Assistance Plan on the increased costs of financial assistance.

##### (b) Provincial welfare legislation

In the period under study, there have been significant changes in provincial legislation which were meant to improve, extend, consolidate and co-ordinate provincial welfare measures. Benefits have been increased over time in order to reflect changes in prices and consumption patterns; new innovations such as the needs test approach have been put into practice, and the scope of provincial measures has been extended in terms of individual, family and risk coverage.

##### (c) Social security legislation

Certain important changes in social security legislation have been significant in holding down costs of financial assistance. These changes are discussed below.

(i) The implementation of the Canada Pension Plan and the Quebec Pension Plan has provided retirement and survivors' benefits from January 1967 and while these are low they will tend to increase year by year in the first ten years until the Plans come into full operation and will contribute to the income of persons retired from the labour force. The widows' and orphans' benefits are now payable at their full rate. Payment of these benefits serves to reduce the incidence of need among survivors and reduces the amount of assistance which otherwise might have been required.

(ii) The pensionable age reduction feature under the Old Age Security pension program has essentially phased out the Old Age Assistance program as of January 1970. Virtually all needy persons in the age group 65-69 will receive income support under the Old Age Security pension and Guaranteed Income Supplement. This feature has contributed to a reduction in costs of financial

assistance while increasing costs at the federal level. Even if Old Age Security pensioners still require supplementation under provincial assistance programs, the effect of the age reduction feature has meant a holding down of costs for that particular segment of the aged population.

(iii) The implementation of the Guaranteed Income Supplement has meant that many Old Age Security pensioners now qualify for an income-tested supplement. This has tended to reduce or eliminate the additional financial assistance that they may have required, depending on the assessed needs and geographical location of the individual or family in question.

(iv) The benefit escalation feature under the Canada and Quebec Pension Plans, Old Age Security, and Guaranteed Income Supplement has meant that consideration is given to increases in prices up to the 2 per cent limit set by the Pension Index. This feature was intended to maintain the purchasing power of social security payments and in a marginal way contributes to the lessening of demand for additional financial assistance.

(v) Recent increased benefit levels under the Unemployment Insurance Act have the effect of lessening the need for additional financial assistance. The relationships between the program of Unemployment Insurance and financial assistance should be further studied.

#### (7) Other factors

There are a number of other factors which affect financial assistance costs. Most of these cannot be measured as to their effects but all require more detailed examination. A listing of certain of these follows:

1. Social attitudes with respect to persons in receipt of financial assistance.
2. The emergence of the demand for financial assistance as a right.
3. Improved communications with respect to welfare provisions including the demonstration effect from other countries.

Some of these factors are under consideration by the study group on alienation and the task force on a developmental approach to financial assistance.



TABLE 1

TABLEAU 1

SOMMAIRE DE L'ASSISTANCE FINANCIERE PAR PROVINCE											
SUMMARY OF FINANCIAL ASSISTANCE BY PROVINCE											
	(\$ THOUSANDS)					(MILLIERS DE \$)					
	NFLD. TN	P.E.I. IPE	N.S. NE	N.B.	QUE.	ONT.	MAN.	SASK.	ALTA.	B.C. CB	CANADA
1958-59	-	1022.7	-	6629.1	69476.9	48538.0	8310.7	11026.4	15314.1	25090.6	-
1959-60	13731.5	1139.9	8334.2	6634.4	75668.5	51859.0	9320.6	11936.9	16458.8	28087.1	223170.9
1960-61	13822.9	1220.7	9059.4	8428.7	87057.7	57744.0	11032.1	13724.8	18934.5	37823.3	258848.1
1961-62	15188.3	1429.0	9881.7	9525.7	115917.2	67334.0	10798.6	15144.7	21395.3	41353.4	307968.2
1962-63	16455.4	1850.4	11406.3	10887.7	132057.3	76020.0	11856.9	18592.1	26731.8	40749.3	346607.2
1963-64	17626.8	1987.8	12577.3	11299.8	137775.1	88409.0	12760.6	18915.4	30028.5	42366.5	373746.8
1964-65	18466.5	2369.3	13791.2	12033.9	150058.3	104676.0	13569.6	19885.0	34445.3	43041.7	412336.8
1965-66	18320.0	2414.7	13788.8	12052.6	156491.7	112954.0	14408.3	19609.8	37753.8	48054.5	435848.2
1966-67	25730.3	4884.7	14870.5	12071.7	166534.1	117998.0	17902.8	21326.9	40393.6	48775.6	470488.2
1967-68	35685.3	3814.8	17924.1	13322.8	190468.9	129797.0	18074.4	21437.6	42297.7	48075.6	520898.2
1968-69	32783.2	3209.8	17874.3	16487.9	218474.8	155128.0	22330.5	22430.5	46889.5	60227.4	595835.9

SOURCE: Data Supplied by Provincial Officials

SOURCE: Données fournies par les provinces



TABLE 2

TABLEAU 2

SUMMARY OF FINANCIAL ASSISTANCE BY PROVINCE:  
PERCENTAGE CHANGE OVER 1959-60

SOMMAIRE DE L'ASSISTANCE FINANCIERE PAR PROVINCE:  
POURCENTAGE DU CHANGEMENT PAR RAPPORT A 1959-60

	NFLD TN	P.E.I. IPE	N.S. NE	N.B.	QUE.	ONT.	MAN.	SASK.	ALTA.	B.C. CB	CANADA
1960-61	0.7	7.1	8.7	27.0	15.1	13.3	18.4	15.0	15.0	34.7	16.0
1961-62	10.6	25.4	18.6	43.6	53.2	29.8	15.9	26.9	30.0	47.2	38.0
1962-63	19.8	62.3	36.9	64.1	74.5	46.6	27.2	55.8	62.4	45.1	55.3
1963-64	28.4	74.4	50.9	70.3	82.1	70.5	36.9	58.5	82.4	50.8	67.5
1964-65	34.5	107.9	65.5	81.4	98.3	102.9	45.6	66.6	109.3	53.2	84.8
1965-66	33.4	111.8	65.4	81.7	106.8	118.9	54.6	64.3	129.4	71.1	95.3
1966-67	87.4	328.5	78.4	82.0	120.1	128.7	95.3	78.7	145.4	73.6	110.8
1967-68	159.9	234.7	115.1	100.8	151.7	150.3	97.1	79.6	157.0	71.2	133.4
1968-69	138.7	181.6	114.5	148.5	188.7	200.7	139.6	87.9	184.9	114.4	167.0

SOURCE: Table 1

SOURCE: Tableau 1

TABLE 3

## NUMBER OF WELFARE CASES BY PROVINCE

	NFLD TN	P.E.I. IPE	N.S. NE	N.B.	QUE.	ONT.	MAN.	SASK.	ALTA.	B.C. CB	CANADA
1958-59		2014	-	10458	-	68762	-	32360	-	49604	-
1959-60	20794	2109	-	10522	-	72824	-	32371	33234	52634	-
1960-61	20089	2258	14431	13417	111039	79951	-	34913	36558	58188	-
1961-62	21208	2407	15361	14728	135252	88328	17081	36093	37693	61630	429781
1962-63	21118	2961	16195	14456	147795	92678	18208	30891	39673	60414	444389
1963-64	21641	3136	17180	14397	151908	100154	19594	29371	41371	60168	458920
1964-65	21885	3157	17724	14719	153703	110749	19995	28297	43053	58000	471282
1965-66	21046	3204	16988	14706	160193	113707	20333	26195	42739	57159	476270
1966-67	21692	8356	16258	13625	170933	115612	19691	21848	40898	56756	485669
1967-68	26626	5570	17025	14425	180555	111098	17765	20509	40538	57640	491751
1968-69	23395	4390	16546	15534	196684	124589	19280	20621	36417	59739	517195

SOURCE: Data Supplied by Provincial Officials

SOURCE: Données fournies par les provinces

NOTE: Because of certain inconsistencies between provinces in the definition of "a case" the merging and development of programs and the administration of welfare by two levels of government the figures included in this table could include a degree of duplication, especially in the earlier years.

NOTE: A cause de certaines différences dans les définitions du concept de "cas" entre les provinces, de la consolidation et de la répartition de l'administration des programmes entre deux ordres de gouvernement, il est possible que les données surtout celles des premières années de la période, comprennent un certain montant de double comptabilité.

TABLE 4

POPULATION BY PROVINCE  
(Thousands)

	NFLD TN	P.E.I. IPE	N.S. NE	N.B.	QUE.	ONT.	MAN.	SASK.	ALTA.	B.C. CB	CANADA
1958-59	432	100	709	571	4904	5821	875	891	1206	1538	17,047
1959-60	441	101	719	582	5024	5969	891	907	1248	1567	17,449
1960-61	448	103	727	589	5142	6111	906	915	1291	1602	17,834
1961-62	458	105	737	598	5259	6236	922	925	1332	1629	18,201
1962-63	468	107	746	605	5371	6351	936	930	1369	1660	18,543
1963-64	476	108	751	609	5481	6481	949	933	1403	1699	18,890
1964-65	483	109	755	611	5584	6631	959	942	1429	1745	19,248
1965-66	488	109	756	615	5685	6788	965	950	1450	1797	19,603
1966-67	493	109	756	617	5781	6961	963	955	1463	1874	19,972
1967-68	500	109	757	620	5868	7149	963	958	1490	1947	20,361
1968-69	507	110	760	624	5927	7306	971	960	1526	2007	20,698

SOURCE: D.B.S. Population Estimate  
and Census DataSOURCE: B.F.S. Estimés de population et données  
de recensement.

NOTE: Population as at June, each year

NOTE: Population au mois de juin de chaque année

TABLE 5

PER CAPITA FINANCIAL ASSISTANCE BY  
FISCAL YEAR, BY PROVINCE  
(DOLLARS)

	NFLD TN	P.E.I. IPE	N.S. NE	N.B.	QUE.	ONT.	MAN.	SASK.	ALTA.	B.C. CB	CANADA
1958-59	-	10.23	-	11.23	14.17	8.34	9.50	12.38	12.70	16.31	-
1959-60	31.14	11.29	11.59	11.40	15.06	8.64	10.46	13.16	13.19	17.92	12.79
1960-61	31.85	11.85	12.46	14.31	16.93	9.45	12.18	15.00	14.67	23.61	14.51
1961-62	33.16	13.61	13.41	16.09	22.04	10.80	11.71	16.37	16.06	25.38	16.92
1962-63	35.01	17.29	15.29	18.00	24.59	11.97	12.67	20.00	19.53	24.55	18.69
1963-64	36.65	18.41	16.75	18.55	25.14	13.64	13.45	20.27	21.40	24.94	19.78
1964-65	37.61	21.74	18.27	19.70	26.87	15.80	14.15	21.11	24.10	24.67	21.42
1965-66	37.54	22.15	18.24	19.60	27.53	16.64	14.93	20.64	26.04	26.74	22.23
1966-67	52.15	44.81	19.67	19.57	28.81	16.95	18.59	22.33	27.61	26.03	23.56
1967-68	71.37	35.00	23.68	21.49	32.46	18.15	18.77	22.38	28.39	24.69	25.58
1968-69	64.66	29.18	23.52	26.42	36.86	21.23	23.00	23.37	30.73	30.01	28.79

Percentage Change Over the Period 1959-60 to 1968-69

Pourcentage de changement au cours de la période 1959-60 à 1968-69

107.7	158.5	102.9	131.8	160.1	145.7	119.9	77.6	133.0	67.5	125.1
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SOURCE: Tables 1 and 4

SOURCE: Tableaux 1 et 4

NOTE: 1958-59 Expenditures Divided by Population  
as at June 1, 1958 and so on

NOTE: Les déboursés de chaque année fiscale ont été  
divisés par la population du mois de juin de la  
même année.



TABLE 6

FINANCIAL ASSISTANCE BY TYPE OF BENEFIT, BY  
PROVINCE SHOWING AMOUNTS AND SHARE OF TOTAL,  
SELECTED YEARS

TABLEAU 6  
REPARTITION MONÉTAIRE ET PROCENTUELLE  
DE L'ASSISTANCE FINANCIÈRE SELON LE  
PROGRAMME PAR PROVINCE

	1959-60		1968-69	
	\$ thousands \$ milliers	share of total part du total	\$ thousands \$ milliers	share of total part du total
<u>NEWFOUNDLAND / TERRE-NEUVE</u>				
Total	13731.5	100.0	32783.2	100.0
Old age assistance/ Assistance-vieillesse	3476.2	25.3	393.8	1.2
Blind persons allowances/ Allocations aux aveugles	267.5	1.9	369.7	1.1
Disabled persons allowances/ Allocations aux invalides	697.2	5.1	920.9	2.8
Long term social assistance/ Assistance sociale à long terme	4321.6	31.5	21134.5	64.5
Short term assistance, basic/ Assistance à court terme, de base	4516.6	32.9	8831.3	26.9
Short term assistance, other/ Assistance à court terme, autre	452.4	3.3	1133.0	3.5
<u>PRINCE EDWARD ISLAND / ILE DU PRINCE EDOUARD</u>				
Total	1139.9	100.0	3209.8	100.0
Old Age assistance/ Assistance-vieillesse	413.5	36.3	67.7	2.1
Blind persons allowances/ Allocations aux aveugles	55.8	4.9	57.2	1.8
Disabled persons allowances/ Allocations aux invalides	398.2	34.9	61.7	1.9
Supplementary assistance/ Assistance additionnelle	-	-	648.9	20.2

TABLE 6

TABLEAU 6

	1959-60		1968-69	
	\$ thousands \$ milliers	share of total part du total	\$ thousands \$ milliers	share of total part du total
<u>PRINCE EDWARD ISLAND / ILE DU PRINCE EDOUARD</u>				
(Continued/suite)				
- Mothers allowances/ Allocations aux mères	130.5	11.4	-	-
Social assistance/ Assistance sociale	141.9	12.5	2374.3	74.0
<u>NOVA SCOTIA / NOUVELLE ECOSSE</u>				
Total	8334.2	100.0	17874.3	100.0
Old age assistance/ Assistance-vieillesse	3241.9	38.9	1245.9	7.0
Blind persons allowances/ Allocations aux aveugles	506.0	6.1	543.7	3.0
Disabled persons allowances/ Allocations aux invalides	1517.3	18.2	3070.6	17.2
Provincial social assistance/ Assistance sociale provinciale	313.3	3.8	7804.3	43.7
Municipal social assistance/ Assistance sociale municipale	835.3	10.0	3899.9	21.8
Mothers allowances/ Allocations aux mères	1920.5	23.0	-	-
Miner's voluntary retirement pensions/ Régimes de retraite volontaire des mineurs	-	-	220.1	1.2
Supplemental assistance/ Assistance additionnelle	-	-	1089.8	6.1

TABLE 6

TABLEAU 6

	1959-60		1968-69	
	\$ thousands \$ milliers	share of total part du total	\$ thousands \$ milliers	share of total part du total
<b>NEW BRUNSWICK / NOUVEAU BRUNSWICK</b>				
Total	6634.4	100.0	16487.8	100.0
Old age assistance/ Assistance-vieillesse	3593.8	54.2	1388.9	8.4
Blind persons allowances/ Allocations aux aveugles	466.3	7.0	463.7	2.9
Disabled persons allowances/ Allocations aux invalides	1201.8	18.1	2067.7	12.5
Social assistance, part 1/ Assistance sociale, partie 1	1372.5	20.7	-	-
Social assistance, part 2/ Assistance sociale, partie 2	-	-	-	-
Canada assistance plan/ Régime d'assistance publique du Canada	-	-	12567.5	76.2
<b>QUEBEC</b>				
Total	75668.5	100.0	218474.8	100.0
Old age assistance/ Assistance-vieillesse	21550.9	28.5	8262.0	3.8
Blind persons allowances/ Allocations aux aveugles	1993.3	2.6	2253.1	1.0
Disabled persons allowances/ Allocations aux invalides	16669.5	22.0	17176.7	7.9
Unemployment assistance (persons unemployable for less than twelve months)/ Assistance-chômage (personnes aptes et inaptes au travail pour moins de douze mois)	15298.4	20.2	136422.4	62.4
Unemployment assistance (persons unemployable for at least twelve months)/ Assistance-chômage (personnes inaptes au travail pour douze mois ou plus)	-	-	16854.0	7.7

TABLE 6

TABLEAU 6

	1959-60		1968-69	
	\$ thousands \$ milliers	share of total part du total	\$ thousands \$ milliers	share of total part du total
<u>QUEBEC (continued/suite)</u>				
Allowances to widows and spinsters aged 60 to 65 years/ Assistance aux veuves et filles âgées de 60 à 65 ans	-	-	7008.2	3.2
Needy mothers allowances/ Assistance aux mères nécessiteuses	20156.4	26.7	27872.2	12.8
Supplementary assistance payments to old age security pensioners/ Supplément au programme de la sécurité de la vieillesse	-	-	2626.3	1.2
<u>ONTARIO</u>				
Total	51859.0	100.0	155128.0	100.0
Old age assistance/ Assistance-vieillesse	13320.0	25.7	356.0	0.2
Blind persons allowances/ Allocations aux aveugles	1125.0	2.2	249.0	0.2
Disabled persons allowances/ Allocations aux invalides	7745.0	14.9	1447.0	0.9
Widow's and unmarried women's allowances/ Allocations aux veuves et filles célibataires	-	-	1379.0	0.9
Mothers' allowances/ Allocations aux mères	12138.0	23.4	-	-
Dependent fathers assistance/ Assistance aux pères nécessiteux	-	-	137.0	0.1
Family benefits assistance/ Assistance familiale	-	-	92181.0	59.4
General welfare assistance/ Assistance générale	17224.0	33.2	58154.0	37.5
Homemakers and nurses services/ Services d'aide à domicile	307.0	0.6	1225.0	0.8



TABLE 6

TABLEAU 6

	1959-60		1968-69	
	\$ thousands \$ milliers	share of total part du total	\$ thousands \$ milliers	share of total part du total
<b>MANITOBA</b>				
Total	9320.6	100.0	22330.5	100.0
Social allowances/ Allocations sociales	3417.7	36.7	13059.5	58.5
Blind persons allowances/ Allocations aux aveugles	65.6	0.7	251.0	1.1
Old age assistance/ Assistance-vieillesse	1593.5	17.1	1123.0	5.0
Disability allowances/ Allocations d'invalidité	450.7	4.8	1322.1	5.9
Municipal assistance/ Assistance municipale	3793.1	40.7	5778.5	25.9
Other direct social allowances/ Autres allocations sociales directes	-	-	796.4	3.6
<b>SASKATCHEWAN</b>				
Total	11936.9	100.0	22430.5	100.0
Social aid/ Aide sociale	4102.3	34.4	-	-
Old age assistance/ Assistance-vieillesse	3596.2	30.1	-	-
Mothers allowances/ Allocations aux mères	1949.7	16.3	-	-
Saskatchewan Assistance Plan/ Régime d'assistance de la Saskatchewan	-	-	22004.6	98.1
Blind persons supplemental allowances/ Allocations supplémentaires aux aveugles	21.8	0.2	1.2	0.0
Disabled persons allowances/ Allocations aux invalides	889.1	7.4	213.1	1.0
Blind persons allowances/ Allocations aux aveugles	267.1	2.2	97.6	0.4
Old age security supplemental allowances/ Allocations additionnelles à la sécurité de la vieillesse	1110.7	9.4	113.9	0.5

TABLE 6

TABLEAU 6

	1959-60		1968-69	
	\$ thousands \$ milliers	share of total part du total	\$ thousands \$ milliers	share of total part du total
<b>ALBERTA</b>				
Total	16458.8	100.0	46889.5	100.0
Municipal assistance/ Assistance municipale	1963.0	11.9	2826.2	6.0
Provincial Social Allowance/ Assistance sociale provinciale	1005.4	6.1	39164.4	83.5
Old age assistance/ Assistance-vieillesse	3985.6	24.2	820.8	1.7
Blind persons allowances/ Allocations aux aveugles	302.5	1.8	310.9	0.7
Disabled persons allowances/ Allocations aux invalides	1088.4	6.6	1677.3	3.6
Mothers allowances/ Allocations aux mères	2084.7	12.7	143.7	0.3
Widows pension/ Pension de veuve	501.9	3.1	-	-
Disabled person's pension/ Pension aux invalides	1019.0	6.2	275.9	0.6
Supplementary allowances/ Allocations additionnelles	4508.3	27.4	1670.3	3.6
<b>BRITISH COLUMBIA / COLOMBIE BRITANNIQUE</b>				
Total	28087.1	100.0	60227.4	100.0
Social allowances/ Allocations sociales	13953.5	49.7	52602.2	87.3
Old age assistance pension/ Pension d'assistance-vieillesse	4752.4	16.9	1711.5	2.8
Blind persons allowances/ Allocations aux aveugles	351.9	1.3	404.2	0.7
Disabled persons allowances/ Allocations aux invalides	1156.6	4.1	2214.1	3.7
Supplementary social allowances/ Allocations sociales additionnelles	7872.7	28.0	3295.4	5.5

SOURCE: Data Supplied by Provincial Officials.

SOURCE: Données fournies par les provinces

TABLE 7

AVERAGE WEEKLY WAGES AND SALARIES -  
INDUSTRIAL COMPOSITE  
(DOLLARS)

	NFLD TN	P.E.I. IPE	N.S. NE	N.B.	QUE.	ONT.	MAN.	SASK.	ALTA.	B.C. CB	CANADA
1958	59.94	47.84	58.19	58.20	67.80	73.21	66.91	68.37	72.11	75.63	70.35
1959	61.55	50.80	59.99	60.42	70.65	76.48	70.14	70.34	74.43	79.92	73.40
1960	67.43	53.24	62.49	62.62	73.01	78.74	71.77	72.33	76.75	82.85	75.76
1961	71.06	54.91	63.72	63.62	75.67	81.30	73.66	74.38	80.29	84.99	78.24
1962	72.49	55.95	65.43	65.59	78.23	83.65	75.62	77.08	80.99	87.10	80.54
1963	74.89	58.70	68.03	68.28	80.99	86.22	77.56	79.32	83.61	90.10	83.27
1964	77.42	60.49	70.14	71.01	84.46	89.82	79.02	81.27	85.82	94.11	86.51
1965	88.22	62.48	73.43	74.06	88.62	94.41	82.28	84.90	89.88	100.71	91.01
1966	84.68	64.18	77.04	79.21	94.83	99.40	84.45	89.11	94.87	107.42	96.34
1967	90.92	70.58	82.64	85.25	101.16	105.86	91.95	95.77	100.86	114.50	102.83
1968	99.15	72.41	88.19	89.55	107.92	113.52	100.46	102.11	108.02	120.74	109.88

Percentage Change Over the Period

Pourcentage de changement au cours de la période

65.4%	51.4%	51.6%	53.9%	59.2%	55.1%	50.1%	49.3%	50.0%	59.6%	56.2%
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SOURCE: D.B.S. "Employment and Average Weekly Wages".  
(Cat. No. 72-002)

SOURCE: B.F.S. "Employment and Average Weekly Wages  
and Salaries" (No. de Cat. 72-002)

TABLE 8

FINANCIAL ASSISTANCE BY PROVINCE IN  
CONSTANT 1958 DOLLARS

(\$ thousands)

	NFLD. TN	P.E.I. IPE	N.S. NE	N.B.	QUE.	ONT.	MAN.	SASK.	ALTA.	B.C. CB	CANADA
1959-60	13582.1	1127.5	8243.5	6562.2	74845.2	51294.8	9219.2	11807.0	16279.7	27781.5	220742.7
1960-61	13498.9	1192.1	8847.1	8231.2	85017.3	56390.6	10773.5	13403.1	18490.7	36936.8	252781.3
1961-62	14703.1	1383.4	9566.0	9221.4	112214.1	65183.0	10453.7	14660.9	20711.8	40032.4	298129.8
1962-63	15746.8	1770.7	10915.1	10418.9	126370.6	72746.4	11346.3	17791.5	25580.7	38994.5	331681.5
1963-64	16566.5	1868.2	11820.8	10620.1	129487.9	83091.2	11993.0	17777.6	28222.3	39818.1	351265.7
1964-65	17051.3	2187.7	12734.3	11111.6	138558.0	96653.7	12529.6	18361.0	31805.5	39743.0	380735.7
1965-66	16504.5	2175.4	12422.3	10858.2	140983.5	101760.4	12980.4	17666.5	34012.4	43292.3	392655.9
1966-67	22354.7	4243.9	12919.6	10488.0	144686.4	102517.8	15554.1	18529.0	35094.4	42376.7	408764.6
1967-68	29937.3	3200.3	15037.0	11176.8	159789.3	108890.1	15163.1	17984.6	35484.6	40331.9	436995.0
1968-69	26416.7	2586.5	14403.1	13286.0	176047.4	125002.4	17994.0	18074.5	37783.6	48531.3	480125.5

(milliers de \$)

TABLEAU 8

ASSISTANCE FINANCIERE PAR PROVINCE,  
EN DOLLARS CONSTANTS DE 1958

SOURCE: Computed from D.B.S. "Prices and Price Indices" (Cat. No. 62-002) and Table 1.

SOURCE: Calculés à partir des données du B.F.S. "Prices and Price Indices" (No. de Cat. 62-002) et du Tableau 1.



TABLE 9

FINANCIAL ASSISTANCE BY PROVINCE IN CONSTANT  
1958 DOLLARS: PER CENT CHANGE OVER 1959-60

	NFLD. T.N.	P.E.I. I.P.E.	N.S. N.E.	N.B.	QUE.	ONT.	MAN.	SASK.	ALTA.	B.C. C.B.	CANADA
1960-61	(.6)	5.7	7.3	25.4	13.6	9.9	16.9	13.5	13.6	33.0	14.5
1961-62	8.2	22.7	16.0	40.5	49.9	27.1	13.4	24.2	27.2	44.1	35.1
1962-63	15.9	57.0	32.4	58.8	68.8	41.8	23.1	50.7	57.1	40.4	50.3
1963-64	22.0	65.7	43.4	61.8	73.0	62.0	30.1	50.6	73.4	43.3	59.1
1964-65	25.5	94.0	54.5	69.3	85.1	88.4	35.9	55.5	95.4	43.1	72.5
1965-66	21.5	92.9	50.7	65.5	88.4	98.4	40.8	49.6	108.9	55.8	77.9
1966-67	64.6	276.4	56.7	59.8	93.3	99.9	68.7	56.9	115.6	52.5	85.2
1967-68	120.4	183.8	82.4	70.3	113.5	112.3	64.5	52.3	118.0	45.2	98.0
1968-69	94.5	129.4	74.7	102.5	135.2	143.7	95.2	53.1	132.1	74.7	117.5

SOURCE: Table 8

SOURCE: Tableau 8

TABLEAU 9

ASSISTANCE FINANCIERE PAR PROVINCE, EN DOLLARS CONSTANTS  
DE 1958: POURCENTAGE DE CHANGEMENT PAR RAPPORT A 1959-60

TABLE 10

TABLEAU 10

## UNEMPLOYMENT RATES BY REGION

## TAUX DE CHOMAGE PAR REGION

	Atlantic Atlantique	Quebec	Ontario	Prairies	B.C. C.B.	Canada
1961	11.2	9.2	5.5	4.6	8.5	7.1
1962	10.7	7.5	4.3	3.9	6.6	5.9
1963	9.5	7.5	3.8	3.7	6.4	5.5
1964	7.8	6.4	3.2	3.1	5.3	4.7
1965	7.4	5.4	2.5	2.5	4.2	3.9
1966	6.4	4.7	2.5	2.1	4.5	3.6
1967	6.6	5.3	3.1	2.3	5.1	4.1
1968	7.3	6.5	3.5	3.0	5.9	4.8

SOURCE: D.B.S. Labour Force

SOURCE: B.F.S. La main-d'oeuvre

TABLE 11

## PERSONAL INCOME, BY PROVINCE

(\$ Millions)

	1959	1965	1967	1968
NEWFOUNDLAND/TERRE-NEUVE	371	563	699	754
PRINCE EDWARD ISLAND/ILE DU PRINCE EDOUARD	95	136	165	185
NOVA SCOTIA/NOUVELLE ECOSSE	858	1181	1442	1575
NEW BRUNSWICK/NOUVEAU BRUNSWICK	614	871	1078	1190
QUEBEC	6836	10555	13140	14264
ONTARIO	11113	16353	20315	22370
MANITOBA	1388	1900	2318	2579
SASKATCHEWAN	1181	1785	2001	2298
ALBERTA	1991	2888	3604	4052
BRITISH COLUMBIA/COLOMBIE BRITANNIQUE	2864	4195	5244	5686
TOTAL:	27311	40427	50006	54953

SOURCE: Unpublished Data from D.B.S.

SOURCE: B.F.S. Données non publiées

TABLE 12

TABLEAU 12

FINANCIAL ASSISTANCE AS A PERCENTAGE OF PERSONAL INCOME		ASSISTANCE FINANCIERE EN POURCENTAGE DU REVENU PERSONNEL									
	NFLD T.N.	P.E.I. I.P.E.	N.S. N.E.	N.B.	QUE.	ONT.	MAN.	SASK.	ALTA.	B.C. C.B.	CANADA
1959-60	1.85	.60	.49	.54	.55	.23	.34	.51	.41	.49	.41
1965-66	1.63	.89	.58	.69	.74	.35	.40	.55	.65	.57	.54
1967-68	2.55	1.16	.62	.62	.72	.32	.39	.54	.59	.46	.52
1968-69	2.17	.87	.57	.69	.77	.35	.43	.49	.58	.53	.54

SOURCE: Table 11

SOURCE: Tableau 11



CHART 1  
GRAPHIQUE 1

FINANCIAL ASSISTANCE BY PROVINCE, % CHANGE OVER 1959-60  
ASSISTANCE FINANCIERE PAR PROVINCE, POURCENTAGE DE CHANGEMENT  
PAR RAPPORT A 1959-60

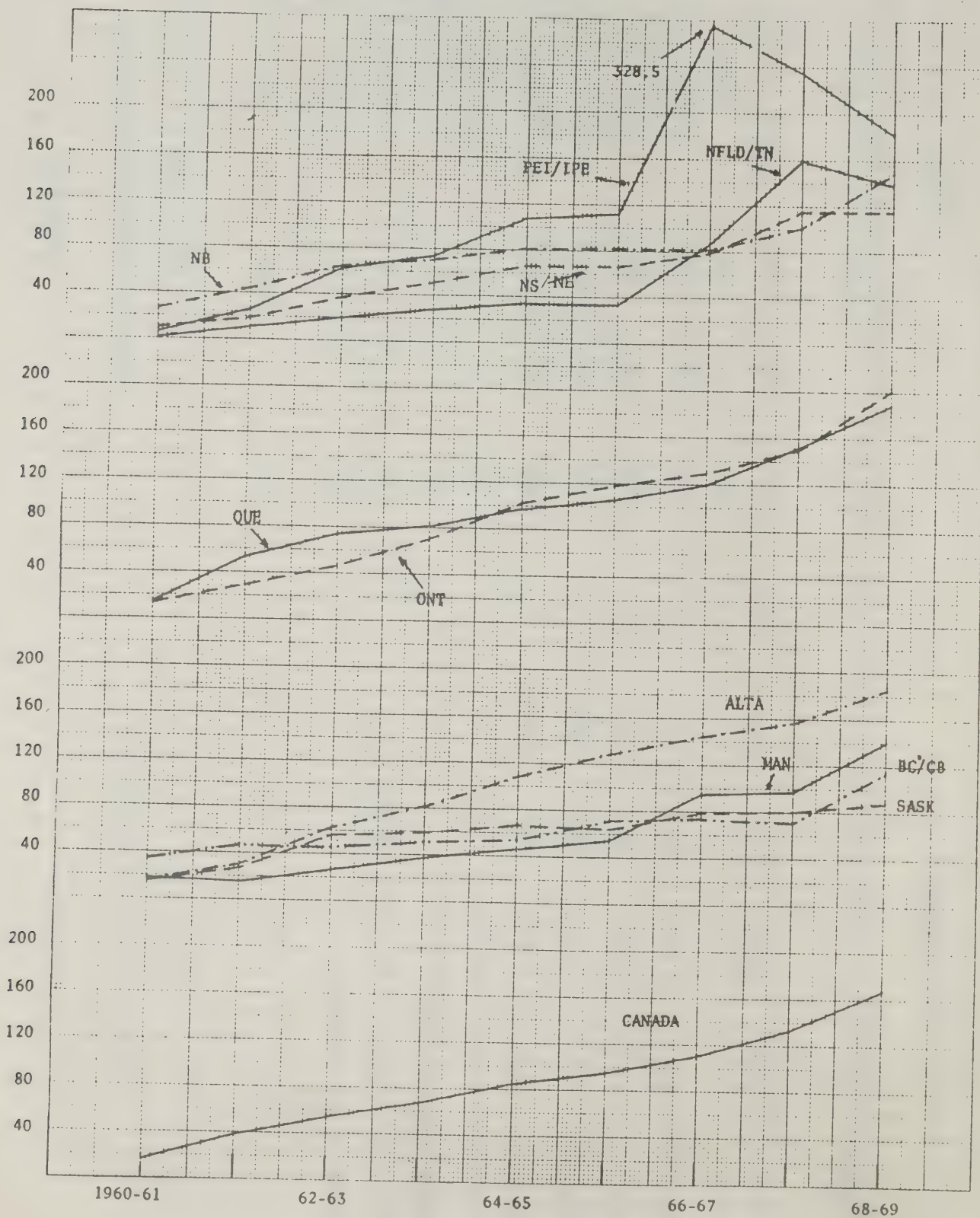
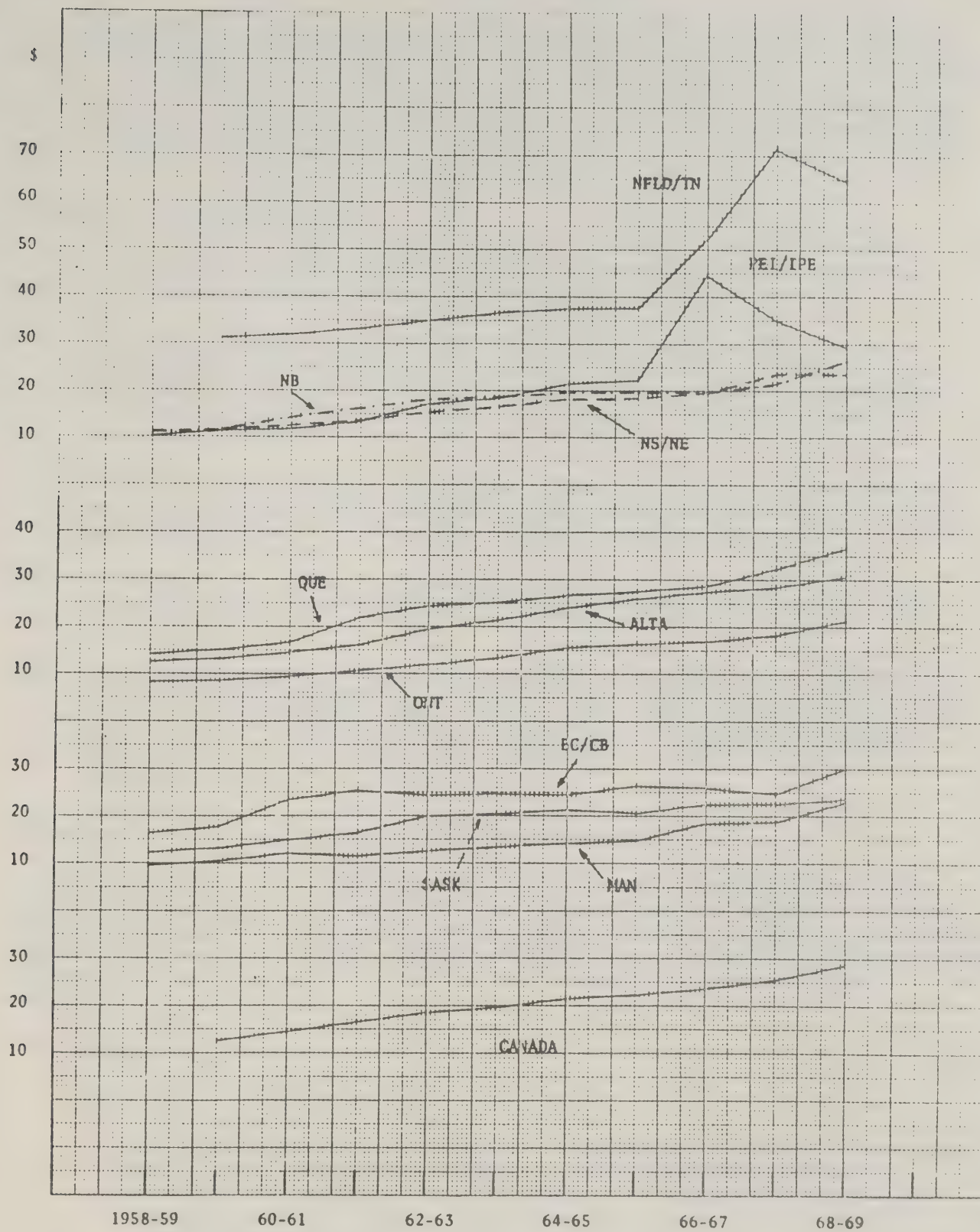


CHART 2 PER CAPITA FINANCIAL ASSISTANCE BY PROVINCE  
 GRAPHIQUE 2 ASSISTANCE FINANCIERE PER CAPITA , PAR PROVINCE







## CHILD WELFARE COSTS

For purposes of this section, Child Welfare Costs mean payments made by governments and child caring agencies or children's aid societies to foster homes or children's institutions for food, clothing and lodging of the children in care as well as payments for the medical, dental and educational needs of the children. Child Welfare Costs also cover the salaries and wages and other administrative expenses of the departments, agencies, societies and institutions working in the field of child welfare.

### Trends of child welfare costs

The following important trends have been identified in the movement of child welfare costs during the period 1960-61 to 1968-69:

- (1) There has been an absolute increase in expenditures in this period. Between 1960-61 and 1968-69, child welfare costs rose from \$49.3 millions to \$153.8 millions; this represents an increase of about 212% for Canada as a whole. The amounts and rates of change are shown in Tables 13 and 14.
- (2) The rates of expenditure growth have varied among the provinces as well as within each province. In general the rates of increase in costs have been much greater after 1964-65, as may be seen from Table 14.
- (3) The numbers of children in care have increased in all provinces. For Canada as a whole, the increase in number of children in care was 57%. (Table 15).
- (4) As far as can be ascertained from data from eight provinces, direct child care costs have increased more than all other costs, the direct care costs being chiefly responsible for the rising trend in child welfare costs. Child welfare costs by type of expenditure by province for 1959-60 and 1968-69 are shown on Tables 20 and 21.

### Analysis of factors affecting costs of child welfare

There are general and specific reasons for the large increase in child welfare costs which took place during the period 1959-60 to 1968-69. Two factors which can be identified as general are population changes and legislative and program changes. Specific factors are changes in the cost of living, changes in salary costs and increases in the cost of administering child welfare programs.

#### (1) General factors:

##### (a) Population changes:

The population or caseload of the child caring agencies in the country has shown a significant increase. During the period 1960-61 to 1968-69, the numbers of children in care of child welfare agencies increased by 57%. Clearly, this must be regarded as one of the significant factors for increased child welfare costs in the country. The population of Canada as a whole during the period 1961 to 1968 increased by 13.7%. However, the population in the age group



fifteen and under increased by only 7.1% during the same period. From this, it can be seen that the population increase in the country was not a significant factor in the increased child welfare costs.

(b) Legislative and program changes:

During the last decade there has been some change in social attitudes with the result that segments of the population have come to regard and demand welfare as a right. This has resulted in the introduction of new and more sophisticated child welfare legislation. With the realization of the need to provide children with a family environment and with better and more individual care, attitudes have also changed with regard to the placement of children. From the data available for eight of the ten provinces it can be seen that the proportion of children placed in institutions was reduced sometimes drastically between 1959-60 and 1968-69 in all but one of the provinces. Children were instead placed in foster homes, with relatives, in day care centres or in training schools (Tables 16 to 19). Notwithstanding, direct child care costs underwent a sharp increase; it can also be presumed that this trend in the placement of children led the institutions to more specialization, which explains in part the increase in institutional costs.

One example of a program change is outlined as follows: In one province the number of children receiving the more specialized care of group and receiving homes increased by 163%. During the period 1959-60 to 1968-69 it cost more than three times as much to care for a child in a group or receiving home in this province as compared to a normal foster home. Thus the trend to more expensive, specialized types of care may be cited as a program change directly contributing to the increased costs of child welfare in this country.

Another very important legislative change during this period was the introduction of the Canada Assistance Plan. This sharing agreement between the federal and provincial governments had the effect of increasing the resources available for financing welfare expenditures and enabled the provinces to greatly expand their programs. Evidence of the influence of the Canada Assistance Plan is given by Tables 13, 14 & 15 where it can be seen that expenditures, rates of increase of expenditures, and average numbers of children in care all rose more rapidly during the latter part of the period.

(2) Specific factors:

(a) Changes in the Cost of Living:

Direct child care costs were one of the fastest growing types of expenditure during the period under review and these costs increased their share of total child welfare expenditures. Tables 20 and 21 show that for eight provinces where data were available direct child care costs increased about 224% between 1959-60 and 1968-69, and accounted for approximately 59% of the total increase in child welfare expenditures. Direct child care costs include items such as food, clothing and personal needs. These may be provided by direct payments, payments to foster mothers or support of institutional costs, which are affected by changes in the cost of living.

In order to measure the effect of changes in the cost of living on direct child care costs, the consumer price index was used to deflate the data and express them in constant 1958 dollars. From these calculations it appears that increases in the prices of consumer goods accounted for approximately 24% of the total increase in child welfare costs. Since the consumer price index rose faster in the latter part of the period, it can be said that changes in the cost of living were more significant after 1964 but other factors continued to operate on costs as well. Available data indicate that the increase in foster home rates has been greater than the increase in the consumer price index. For example, in one province foster home rates have risen approximately 46% during the period as compared with an increase in the cost of living of 22%.

(b) Changes in salary costs:

Salary costs increased at approximately the same rate as direct child care costs increased during the period. The amount of increase was about 206%. There are a number of reasons for the increase in salary costs, some of which are as follows:

- 1) There has been a general continuing increase in academic qualifications of staff required by the child welfare authorities.
- 2) Decreased caseloads per worker have resulted from a conscious effort to improve the quality of the service and by the placing of more emphasis on supervision and preventive services.
- 3) There is increasing emphasis on treatment of the child and his family in his own home. The children in care are usually those who are less responsive to treatment. Therefore, the professional services required in institutions are more specialized, intense and expensive.

Specific data on wage and salary levels in child welfare agencies are not available for all provinces. However, the industrial composite of weekly wages and salaries for each province (Table 7) whose average increase ranged from 49% to 65% over the period has been used as a guide. Assuming such a wage and salary increase in child welfare agencies during the period the balance of increased costs must be the result of an absolute increase in the number of personnel and an absolute increase in levels over and above the increase noted in Table 7.

(c) Increases in the Cost of Administering Welfare Programs:

Costs of administering child welfare programs in Canada during the period increased less rapidly than direct child care and salary costs. The amount of increase was about 126%. A number of factors contributed to this increase:

- 1) An absolute increase in staff was necessitated by both increased numbers of children in care and increased numbers of social work staff.

- 2) There was an absolute increase in salary and administrative expenses during the period since 1958.
- 3) Increased numbers of staff require larger and therefore more costly office quarters. The cost of constructing or renting office space during the period has undergone a sharp increase.



TABLE 13

## SUMMARY OF CHILD WELFARE COSTS BY PROVINCE

(\$ Thousands)

	Nfld. T.N.	P.E.I. I.P.E.	N.S. N.E.	N.B.	QUE.	ONT.	MAN.	SASK.	ALTA.	B.C. C.B.	CANADA
1958-59	581.4	65.8	2118.4	-	-	14288.1	-	-	-	3807.6	-
1959-60	635.0	84.8	2210.6	605.9	-	15045.8	-	1472.3	2189.7	4423.1	-
1960-61	657.3	124.9	2426.4	694.9	18729.4	15797.8	1471.2	1660.1	2799.2	4920.2	49281.4
1961-62	684.4	139.1	2562.4	821.9	23836.7	16556.4	1726.2	1916.6	3015.2	5477.9	56736.8
1962-63	667.9	178.3	2749.0	900.1	27553.8	17648.6	1912.7	2063.5	3324.3	6018.3	63016.5
1963-64	744.9	202.8	3027.6	986.5	30775.1	19242.4	2394.5	2202.7	3624.1	6698.2	69898.8
1964-65	847.7	225.2	3225.2	1141.1	37098.3	21073.6	2756.0	2301.1	4079.2	8120.1	80867.5
1965-66	1132.8	259.5	3471.4	1366.8	39681.9	24234.4	2843.2	2497.1	4529.7	8827.5	88844.3
1966-67	1452.3	303.2	4296.2	1594.7	44759.7	29467.6	3301.4	3040.9	5722.0	11344.5	105282.5
1967-68	1879.4	361.2	5684.2	2552.6	57790.1	36077.6	3983.2	3510.4	7513.0	14075.7	133427.4
1968-69	2287.1	434.6	6107.4	2911.3	67157.1	40937.0	4360.8	4308.7	8625.9	16699.8	153829.7

SOURCE: Provincial Annual Reports and Data Supplied by Provincial Officials.

NOTES: 1. For some provinces prevention services costs have been included in total child welfare costs.  
2. Costs have been estimated for certain programs.

SOURCE: Rapports annuels des provinces et données fournies par les provinces.

NOTES: 1. Dans le cas de certaines provinces, les coûts des services de prévention ont été inclus dans le sommaire des coûts du bien-être de l'enfance.  
2. Les coûts de certains programmes ont été estimés.

TABLEAU 13

## SOMMAIRE DES COUTS DU BIEN-ETRE DE L'ENFANCE PAR PROVINCE

(Milliers de \$)

	Nfld. T.N.	P.E.I. I.P.E.	N.S. N.E.	N.B.	QUE.	ONT.	MAN.	SASK.	ALTA.	B.C. C.B.	CANADA
1958-59	581.4	65.8	2118.4	-	-	14288.1	-	-	-	3807.6	-
1959-60	635.0	84.8	2210.6	605.9	-	15045.8	-	1472.3	2189.7	4423.1	-
1960-61	657.3	124.9	2426.4	694.9	18729.4	15797.8	1471.2	1660.1	2799.2	4920.2	49281.4
1961-62	684.4	139.1	2562.4	821.9	23836.7	16556.4	1726.2	1916.6	3015.2	5477.9	56736.8
1962-63	667.9	178.3	2749.0	900.1	27553.8	17648.6	1912.7	2063.5	3324.3	6018.3	63016.5
1963-64	744.9	202.8	3027.6	986.5	30775.1	19242.4	2394.5	2202.7	3624.1	6698.2	69898.8
1964-65	847.7	225.2	3225.2	1141.1	37098.3	21073.6	2756.0	2301.1	4079.2	8120.1	80867.5
1965-66	1132.8	259.5	3471.4	1366.8	39681.9	24234.4	2843.2	2497.1	4529.7	8827.5	88844.3
1966-67	1452.3	303.2	4296.2	1594.7	44759.7	29467.6	3301.4	3040.9	5722.0	11344.5	105282.5
1967-68	1879.4	361.2	5684.2	2552.6	57790.1	36077.6	3983.2	3510.4	7513.0	14075.7	133427.4
1968-69	2287.1	434.6	6107.4	2911.3	67157.1	40937.0	4360.8	4308.7	8625.9	16699.8	153829.7

SOURCE: Provincial Annual Reports and Data Supplied by Provincial Officials.

NOTES: 1. For some provinces prevention services costs have been included in total child welfare costs.  
2. Costs have been estimated for certain programs.

SOURCE: Rapports annuels des provinces et données fournies par les provinces.

NOTES: 1. Dans le cas de certaines provinces, les coûts des services de prévention ont été inclus dans le sommaire des coûts du bien-être de l'enfance.  
2. Les coûts de certains programmes ont été estimés.



TABLE 14

TABLEAU 14

## SUMMARY OF CHILD WELFARE COSTS BY PROVINCE:

## PERCENTAGE OF CHANGE OVER 1960-61

## SOMMAIRE DES COUTS DU BIEN-ETRE DE L'ENFANCE PAR PROVINCE:

## POURCENTAGE DE CHANGEMENT PAR RAPPORT A 1960-61

	NFLD. T.N.	P.E.I. I.P.E.	N.S. N.E.	N.B.	QUE.	ONT.	MAN.	SASK.	ALTA.	B.C. C.B.	CANADA
1961-62	4.1	11.4	5.6	18.3	27.3	4.8	17.3	15.5	7.7	11.3	15.1
1962-63	1.6	42.8	13.3	29.5	47.1	11.7	30.0	24.3	18.8	22.3	27.9
1963-64	13.3	62.4	24.8	42.0	64.3	21.8	62.8	32.7	29.5	36.1	41.8
1964-65	29.0	80.3	32.9	64.2	98.1	33.4	87.3	38.6	45.7	65.0	64.1
1965-66	72.3	107.8	43.1	96.7	111.9	53.4	93.3	50.4	61.8	79.4	80.3
1966-67	120.9	142.8	77.1	129.5	139.0	86.5	124.4	83.2	104.4	130.6	113.6
1967-68	185.9	189.2	134.3	267.3	208.6	128.4	170.7	111.5	168.4	186.1	170.1
1968-69	248.0	248.0	151.7	319.0	258.6	159.1	196.4	159.5	208.2	239.4	212.1

SOURCE: Table 13

SOURCE: Tableau 13

TABLE 15

TABLEAU 15

## ESTIMATED AVERAGE NUMBER OF CHILDREN IN CARE BY PROVINCE,

NOMBRES MOYENS ESTIMES D'ENFANTS PLACES SOUS L'EGIDE DES  
PROGRAMMES DE BIEN-ETRE, PAR PROVINCE

## AS ADMINISTERED BY PROVINCIAL WELFARE PROGRAMS

	NFLD. T.N.	P.E.I. I.P.E.	N.S. N.E.	N.B.	QUE.	ONT.	MAN.	SASK.	ALTA.	B.C. C.B.	CANADA
1958-59	1222	202	2745	-	-	15766	-	2103	-	-	-
1959-60	1260	244	7216	1306	-	15430	1702	2234	4030	5020	-
1960-61	1302	281	2695	1400	24059	15462	1872	2290	4336	5291	58988
1961-62	1332	307	2624	1450	28994	14627	2057	2422	4500	5657	63970
1962-63	1320	349	2657	1530	31562	14223	2269	2596	4915	6182	67603
1963-64	1312	357	2764	1660	33560	14511	2607	2768	5260	6622	71421
1964-65	1353	375	2886	1748	36096	15289	2895	2874	5442	7080	76038
1965-66	1558	410	2995	1823	35697	16120	2982	3103	5645	7621	77954
1966-67	1721	446	3186	2032	38186	17508	3214	3352	5875	8293	83813
1967-68	1925	467	3374	2755	38536	18565	3445	3410	6254	9097	87828
1968-69	2119	470	3484	3085	40820	18888	3736	3498	6806	9576	92482
Percentage Change Over the Period 1960-61 to 1968-69											
Pourcentage de changement au cours de la période 1960-61 à 1968-69											
	62.7	67.3	29.3	120.4	69.7	22.2	99.6	52.8	57.0	81.0	56.8

SOURCE: Provincial Annual Reports and Data Supplied  
by Provincial OfficialsSOURCE: Rapports annuels des provinces et données fournies  
par les provinces

TABLE 16

TABLEAU 16

ESTIMATED AVERAGE NUMBER OF CHILDREN IN CARE BY LOCATION, BY PROVINCE, 1959-60	REPARTITION DES NOMBRES MOYENS D'ENFANTS PLACES SOUS L'EGIDE DES PROGRAMMES DE BIEN-ÊTRE, PAR TYPE DE RESSOURCE, PAR PROVINCE, 1959-60									
	Nfld. T.N.		P.E.I. I.P.E.		N.S. N.E.		N.B.		QUE.	
In foster homes / Foyers nourriciers	756	190	1857	1034	10642	1383	2337	4045	-	-
In group and receiving home / Foyer de groupe et centres d'accueil	11	-	-	-	287	-	-	-	-	-
With parents or relatives / Domiciles propres ou domiciles de parents	-	-	113	52	-	182	-	202	-	-
In adoption probation homes / Foyers adoptifs	69	13	182	78	2405	435	1213	319	-	-
In institutions / Institutions	371	37	404	130	2007	234	480	201	-	-
In hospital / Hôpitaux	2	1	27	10	-	-	-	17	-	-
In training schools / Centres d'entraînement	51	3	124	-	-	-	-	253	-	-
Elsewhere / Autres	-	-	9	2	89	-	-	33	-	-
TOTAL:	1260	244	2716	1306	15430	2234	4030	5070	-	-

SOURCE: Provincial Annual Reports and Data Supplied  
by Provincial Officials

SOURCE: Rapports annuels des provinces et données fournies  
par les provinces

TABLE 17

PERCENTAGE BREAKDOWN OF ESTIMATED AVERAGE NUMBER OF  
CHILDREN IN CARE BY LOCATION, BY PROVINCE, 1959-60

	NFLD. T.N.	P.E.I. I.P.E.	N.S. N.E.	N.B.	QUE.	ONT.	MAN.	SASK.	ALTA.	B.C. C.B.	CANADA
In foster homes / Foyers nourriciers	60.0	77.9	68.4	79.2		69.0		61.9	58.0	79.8	-
In group and receiving home / Foyer de groupe et centres d'accueil	0.9	-		-		1.9		-	-	-	-
With parents or relatives / Domiciles propres ou domiciles de parents	-	-	4.2	4.0		-		8.1	-	3.9	-
In adoption probation homes / Foyers adoptifs	5.4	5.3	6.7	5.9		15.6		19.5	30.1	6.3	-
In institutions / Institutions	29.5	15.2	14.9	10.0		13.0		10.5	11.9	3.9	-
In hospital / Hôpitaux	0.2	0.4	1.0	0.8		-		-	-	0.4	-
In training schools / Centres d'entraînement	4.0	1.2	4.6	-		-		-	-	5.0	-
Elsewhere / Autres	-	-	0.2	0.1		0.5		-	-	0.7	-
TOTAL:	100.0	100.0	100.0	100.0	NA/ND	100.0	NA/ND	100.0	100.0	100.0	-

SOURCE: Table 16

SOURCE: Tableau 16



TABLE 18

TABLEAU 18

## ESTIMATED AVERAGE NUMBER OF CHILDREN IN CARE BY LOCATION,

## REPARTITION DES NOMBRES MOYENS D'ENFANTS PLACES SOUS

BY PROVINCE, 1968-69

L'EGIDE DES PROGRAMMES DE BIEN-ETRE, PAR TYPE DE RESSOURCE,

PAR PROVINCE, 1968-69

	Nfld. T.N.	P.E.I. I.P.E.	N.S. N.E.	N.B.	Que.	Ont.	Man.	Sask.	Alta.	B.C. C.B.	Canada
In foster homes / Foyers nourriciers	1349	430	2608	2766	29231	12230	-	2248	3920	7374	-
In group and receiving home / Foyer de groupe et centres d'accueil	58	-	-	-	1630	755	-	-	-	-	-
With parents or relatives / Domiciles propres ou domiciles de parents	28	-	107	147	-	495	-	333	142	455	-
In adoption probation homes / Foyers adoptifs	169	30	275	108	308	3268	-	575	1992	515	-
In institutions / Institutions	401	2	277	50	9651	1574	-	342	726	736	-
In hospital / Hôpitaux	15	4	42	14	-	297	-	-	-	54	-
In training schools / Centres d'entraînement	99	4	163	-	-	-	-	-	-	335	-
Elsewhere / Autres	-	-	12	-	-	269	-	-	26	107	-
TOTAL:	2119	470	3484	3085	40820	18888	3736	3498	6806	9576	-

SOURCE: Provincial Annual Reports and Data Supplied  
by Provincial OfficialsSOURCE: Rapports annuels des provinces et données fournies  
par les provinces

TABLE 19

TABLEAU 19

PERCENTAGE BREAKDOWN OF ESTIMATED AVERAGE NUMBER OF CHILDREN IN CARE BY LOCATION, BY PROVINCE, 1968-69		REPARTITION DES NOMBRES MOYENS D'ENFANTS PLACES SOUS L'EGIDE DES PROGRAMMES DE BIEN-ETRE, PAR TYPE DE RESSOURCE, PAR PROVINCE, 1968-69										
		NFLD. T.N.	P.E.I. I.P.E.	N.S. N.E.	N.B.	QUE.	ONT.	MAN.	SASK.	ALTA.	B.C. C.B.	CANADA
In foster homes / Foyers nourriciers		63.7	91.5	74.9	89.6	71.6	64.8	-	64.3	57.6	77.0	-
In group and receiving home / Foyer de groupe et centres d'accueil		2.7	-	-	-	4.0	4.0	-	-	-	-	-
With parents or relatives / Domiciles propres ou domiciles de parents		1.3	-	3.1	4.8	-	2.6	-	9.5	2.1	4.7	-
In adoption probation homes / Foyers adoptifs		8.0	6.3	7.9	3.6	0.8	17.3	-	16.4	29.3	5.4	-
In institutions / Institutions		18.9	0.4	7.9	1.6	23.6	8.3	-	9.8	10.7	7.7	-
In hospital / Hôpitaux		0.7	0.9	1.2	0.4	-	1.6	-	-	-	0.6	-
In Training schools / Centres d'entraînement		4.7	0.9	4.7	-	-	-	-	-	-	3.5	-
Elsewhere / Autres		-	-	0.3	-	-	1.4	-	-	0.3	1.1	-
TOTAL:		100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	-

SOURCE: Table 18

SOURCE: Tableau 18

TABLE 20

CHILD WELFARE COSTS BY  
TYPE OF EXPENDITURE BY PROVINCE, 1959-60

(\$ Thousands)

	NFLD T.N.	P.E.I. I.P.E.	N.S. N.E.	N.B.	QUE.	ONT.	MAN.	SASK.	ALTA.	B.C. C.B.	CANADA
Child Care Costs-Direct/Coûts Directs des Plac. d'Enf.											
Board and lodging/Alimentation et Logement	300.4	48.9	443.3	359.4		5226.6		659.9	1454.8	2070.2	-
Group and receiving/Foyers de Groupe et Centres d'Ac.	-	-	-	15.6		-		-	-	98.9	-
Clothing/Vêtements	37.0	-	-	49.9		-		179.9	272.4	185.9	-
Medical/Frais Médicaux	-	-	-	13.3		-		-	148.7	52.9	-
Education/Frais d'Education	3.2	18.0	-	2.2		1867.7		10.5	15.9	12.3	-
Transportation/Frais de Transport	3.0	-	-	-		-		7.8	28.5	20.8	-
Sundry/Frais Divers	0.2	7.3	124.2	5.8		-		29.5	12.4	12.9	-
TOTAL	343.8	74.2	567.5	446.2		7094.3		887.6	1932.7	2453.9	-

Child Care Cost-Ind./Coûts Ind. des Plac. d'Enfants  
Salaries and wages/Salaires et Traitements  
Administrative and other expenses/ Adminis. et Aut. Dep.

TOTAL	37.5	10.6	591.3	159.7		6111.4		318.6	257.0	1211.6	-
TOTAL CHILD CARE COSTS/ TOTAL DES COÛTS PLAC. D'ENF.	381.3	84.8	1158.8	605.9		13205.7		1206.2	2189.7	3665.5	-

Inst. Cost Direct/Coûts Dir. des Inst. pour Enfants  
Food, clothing, supplies etc./Alimen., Vêt., Fournitures  
Sundry/Frais Divers  
Building maintenance/Entretien des Bâtimen'ts

TOTAL:	99.4	-	376.6	-		901.3		61.8	-	299.5	-
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Inst. Costs-Ind./Coûts Ind. des Inst. pour Enfants  
Salaries and wages/Salaires et Traitements  
Administrative and other exp./Adm. et Autres Dep.

TOTAL:	150.9	-	636.3	-		855.8		201.3	-	441.0	-
	3.4	-	38.9	-		83.0		3.0	-	17.1	-

TOTAL:	154.3	-	675.2	-		938.8		204.3	-	458.1	-
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TOTAL Inst. Costs/Total des Coûts des Inst. pour Enf.	253.7	-	1051.8	-		1840.1		266.1	-	757.6	-
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TOTAL Child Welfare costs/Total des Coûts B.E. à Enf.	635.0	84.8	2210.6	605.9	NA/ND	15045.8	NA/ND	1472.3	2189.7	4423.1	-
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SOURCE: Provincial Annual Reports and Data Supplied  
by Provincial Officials

SOURCE: Rapports annuels des provinces et données fournies  
par les provinces

TABLE 21

CHILD WELFARE COSTS BY  
TYPE OF EXPENDITURE BY PROVINCE, 1968-69

(\$ Thousands)

	NFLD T.N.	P.E.I. I.P.E.	N.S. N.E.	N.B.	QUE.	ONT.	MAN.	SASK.	ALTA.	B.C. CANADA C.B.
Child Care Costs-Direct/Coûts Directs des Plac. d'Enf.										
Board and lodging/Alimentation et Logement	1218.4	299.5	1097.5	1920.8	17268.1	12247.4	-	2501.0	5274.0	9356.7
Group and receiving/Foyers de Groupe et Centres d'Ac.	-	-	-	-	-	2475.5	-	-	-	842.6
Clothing/Vêtements	91.2	-	-	81.9	3542.4	-	-	201.2	787.4	430.6
Medical/Frais Médicaux	-	45.0	-	108.3	495.1	-	-	-	22.6	154.6
Education/Frais d'Education	4.0	-	-	10.5	-	4154.0	-	57.5	13.7	75.0
Transportation/Frais de Transport	46.3	-	-	-	-	-	-	28.7	45.5	133.8
Sundry/Frais Divers	3.7	26.4	329.7	62.0	2376.9	-	-	86.3	421.1	55.1

## TOTAL:

	1363.6	370.9	1427.2	2183.5	23682.5	18876.9	-	2874.7	6564.3	11048.4
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Child Care Costs-Ind./Coûts Ind. des Plac. d'Enfants  
Salaries and wages/Salaires et Traitements  
Administrative and other expenses/Adminis. et Aut. Dep.

## TOTAL:

	74.5	43.4	-	-	1615.5	14178.2	-	933.0	1045.6	3591.8
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## TOTAL CHILD CARE COSTS/

## TOTAL DES COUTS PLAC.D'ENF.

	1.9	20.3	-	-	333.7	3253.1	-	-	222.1	835.1
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Inst. Cost Direct/Coûts Dir. des Inst. pour Enfants  
Food, clothing, supplies etc./Alimen., Vêt., Fournitures  
Sundry/Frais Divers  
Building maintenance/Entretien des Bâtiments

## TOTAL:

	86.6	-	285.9	-	2567.2	811.3	-	-	109.0	135.5
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Inst. Costs-Ind./Coûts Ind. des Inst. pour Enfants  
Salaries and wages/Salaires et Traitements  
Administrative and other exp- /Adm. et Autres Dep.

## TOTAL:

	11.1	-	36.4	-	165.8	182.4	-	-	62.3	49.4
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	141.5	-	207.1	-	41.0	741.8	-	-	2.5	212.6
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	239.2	-	529.4	-	4774.0	1735.5	-	-	173.8	397.5
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	590.3	-	1154.9	-	31394.3	2661.8	-	-	609.5	734.3
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	17.6	-	41.6	-	5357.2	231.5	-	-	10.6	33.6
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	607.9	-	1196.5	-	36751.5	2893.3	-	-	620.1	767.9
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	847.1	-	1725.9	-	41525.5	4628.8	-	501.0	793.9	1165.4
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	2287.1	434.6	6107.4	2911.3	67157.2	40937.0	4360.8	4308.7	8625.9	16640.9
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SOURCE: Provincial Annual Reports and Data Supplied  
by Provincial Officials

SOURCE: Rapports annuels des provinces et données fournies  
par les provinces



TABLE 22

TABLEAU 22

CHILD WELFARE COSTS BY PROVINCE  
IN CONSTANT 1958 DOLLARS

(\$ Thousands)

	NFLD. T.N.	P.E.I. I.P.E.	N.S. N.E.	N.B.	QUE.	ONT.	MAN.	SASK.	ALTA.	B.C. C.B.	CANADA
1959-60	628.1	83.9	2186.5	599.3	-	14882.1	-	1456.3	2165.9	4375.0	-
1960-61	641.9	122.0	2369.5	678.6	18290.5	15427.5	1436.7	1621.2	2733.6	4804.9	48126.4
1961-62	662.5	134.7	2480.5	795.6	23075.2	16027.5	1671.1	1855.4	2918.9	5302.9	54924.3
1962-63	639.2	170.6	2630.6	861.4	26367.3	16888.6	1830.3	1974.6	3181.1	5759.1	60302.8
1963-64	700.1	190.6	2845.5	927.2	28924.0	18085.0	2250.5	2070.2	3406.1	6295.3	65694.5
1964-65	782.7	207.9	2978.0	1053.7	34225.1	19458.5	2544.9	2124.7	3766.6	7497.8	74669.9
1965-66	1020.6	233.8	3127.4	1231.3	35749.5	21832.8	2561.4	2249.6	4080.8	7952.7	80039.9
1966-67	1261.8	263.4	3732.6	1385.5	38887.7	25601.7	2868.3	2642.0	4971.3	9856.2	91470.5
1967-68	1576.7	303.0	4768.6	2141.4	48481.6	30266.4	3341.6	2945.0	6302.9	11808.5	111935.7
1968-69	1842.9	350.2	4921.4	2345.9	54115.3	32987.1	3513.9	3472.0	6950.8	13456.7	123956.2

SOURCE: Computed from D.B.S. "Prices and Price Indices"  
(Cat. No. 62-002) and Table 13

SOURCE: Calculés à partir des données du B.F.S. "Prices  
and Price Indices" (No. de Cat. 62-002) et  
Tableau 13

TABLE 23

TABLEAU 23

CHILD WELFARE COSTS BY PROVINCE IN CONSTANT 1958 DOLLARS:  
 PERCENTAGE CHANGE OVER 1960-61

COUT DU BIEN-ETRE DE L'ENFANCE PAR PROVINCE EN DOLLARS  
 CONSTANTS DE 1958: POURCENTAGE DE CHANGEMENT PAR

RAPPORT A 1960-61

(\$ Thousands)

(Milliers de \$)

	NFLD. T.N.	P.E.I. I.P.E.	N.S. N.E.	N.B.	QUE.	ONT.	MAN.	SASK.	ALTA.	B.C. C.B.	CANADA
1961-62	3.2	10.4	4.7	17.2	26.2	3.4	16.3	14.4	6.8	10.4	14.1
1962-63	.4	39.8	11.0	26.9	44.2	9.5	27.4	21.8	16.4	19.9	25.3
1963-64	9.1	56.2	20.1	36.6	58.1	17.2	56.6	27.7	24.6	31.0	36.5
1964-65	21.9	70.4	25.7	55.3	87.1	26.1	77.1	31.1	37.8	56.0	55.2
1965-66	59.0	91.6	32.0	81.4	95.5	41.5	78.3	38.8	49.3	65.5	66.3
1966-67	96.6	115.9	57.5	104.2	112.6	65.9	99.6	63.0	81.9	105.1	90.1
1967-68	145.6	148.4	101.2	215.6	165.1	96.2	132.6	81.7	130.6	145.8	132.6
1968-69	187.1	187.0	107.7	245.7	195.9	113.8	144.6	114.2	154.3	180.1	157.6

SOURCE: Table 22

SOURCE: Tableau 22



## ADULT INSTITUTIONS

For purposes of this section adult institutional care costs mean payments made for the provision of food, supplies and medical and dental services to the residents of adult institutions as well as expenditures for the welfare of the residents. Adult institutional care costs also cover salaries and wages and other operating and administration expenditures of the institutions.

Adult institutional care costs are usually financed in two ways, through government support of institutional expenditures or through payments made to the institutions by their residents. In order to obtain a more precise picture of the amount and trend of adult institutional care costs,\* payments made to the institutions by their residents have therefore been estimated and included in the figures. The numbers of private residents, that is residents who defray the entire cost of their maintenance in institutions, have also been estimated and used in computing monthly expenditure per adult. While this procedure will sometimes hide the net cost of adult institutional care to the government, it was necessary in order to achieve comparability between the provinces.

### TRENDS OF ADULT INSTITUTIONAL CARE COSTS

The following important trends have been identified in the movement of adult institutional care costs over the period 1959-60 to 1968-69.

- (1) There has been an absolute increase in expenditures in this period. Since data for three provinces are not available in 1959-60, the percentage change cannot be calculated. However, it can be roughly estimated that adult institutional care costs ranged around \$35 millions in that year, which would mean an increase of about \$86.5 millions or approximately 247% over the period. The amounts and rates of change are given in Tables 24 and 25.
- (2) The rate of growth of expenditures varied among the provinces as well as within each province. The rate of increase has in general been much greater after 1964-65.
- (3) Numbers of adults in care have increased in all provinces, as shown in Table 26. The number of adults in care was estimated to be 50% higher in 1968-69 than in 1959-60. For Canada as a whole, the number of adults in care was slightly over 60,000 in 1968-69.
- (4) From the data available it appears that salaries and wages, and other operating and administration expenditures have increased more than other items of expenditure and represent approximately 80% of adult institutional care costs in 1968-69. The breakdown of adult institutional care costs by type of expenditure is given in Tables 27 and 28.

### ANALYSIS OF FACTORS AFFECTING COSTS

#### OF ADULT INSTITUTIONAL CARE

There are general and specific reasons for the increases in the costs of adult institutional care which have occurred during the period 1959-60 to 1968-69. Two factors which can be identified as general are population changes and



social changes. Specific factors are changing needs in resident care, changes in salary and administration costs, and increases in the cost of living.

(1) General Factors:

(a) Population changes:

The number of persons in the age group 65 and over increased during the period 1958 to 1968 at an average annual rate of approximately 2%. Since the population of the country increased by 13.7% during the same period, it can be concluded that population growth was not one of the more significant factors in rising adult institutional care costs.

It is estimated that the number of adults in care increased by approximately 90% between 1959-60 and 1968-69. Clearly, this must be regarded as one of the significant factors contributing to increased adult institutional care costs in the country.

(b) Social Changes:

Social changes are reflected in the increasing demand for beds in institutions for the aged, and in the increasing capacity of these institutions. During the period under review the following important social changes have influenced the demand for beds:

- i) the general trend towards urbanization in Canada and a relative shortage of housing have tended to dissuade people from caring for aged relatives in their homes;
- ii) in earlier years, there was a stigma attached to institutional care which tended to equate homes for the aged with the "poor-house". Today, with greatly improved physical facilities and changing social attitudes, this is no longer true;
- iii) increased resources resulting from Old Age Security payments, premium free medical services and low rental housing have permitted senior citizens to remain in their own homes until a later age. Advances made in geriatric medicine have also deferred to a later age the admission of aged persons to institutions.

(2) Specific Factors:

(a) Changing needs in resident care:

A preliminary survey has shown that in 1958 two-thirds of the residents of homes for the aged required normal or "light" care. By 1968, approximately two-thirds of the residents of these institutions required special care or bed care. This change has resulted from the increase in the age of residents on admission, which has risen from the low sixties to the mid-seventies. It has caused the institutions to hire more nurses and other specially trained personnel; thus, in 1958, there was a higher ratio of untrained orderlies and other attendants to residents than in 1968.

Special care has also meant that institutions have had to spend increasing amounts on drugs, medical and dental services, and have had

to equip themselves with a minimum of expensive medical and para-medical equipment. In a number of provinces, costs have also increased because of provincial requirements relating to standards of care. As a result, homes for the aged have had to compete with hospitals for scarce personnel such as nurses, and have had to pay salaries competitive with hospitals for both nurses and orderlies.

(b) Changes in salary and administration costs:

Salary and administration costs taken together represented between 78% and 86% of total adult institutional care costs in 1968-69. From the data available, it appears that the share of salary and administration costs as a proportion of total costs has increased during the period under review; in 1959-60 that share was between 62% and 74%.

Data on salary and administration costs are available for the year 1959-60 only in four provinces and comparisons with the year 1968-69 can therefore not be made. However, it seems reasonable to assume that the conclusions which may be drawn from the experience of these four provinces also apply generally. In these four provinces, the increase in salary and administration costs between 1959-60 and 1968-69 accounted for approximately 81% to 87% of the total increase in adult institutional care costs, as can be seen from Tables 27 and 28. There are a number of reasons for the increase in salary and administration costs, some of which are as follows:

- i) A considerable number of institutions has become unionized during this period. This has tended to raise the wage and salary level for many positions. Collective bargaining has also brought about a review of wages and salaries on a regular basis. Thus, increases have not only tended to be greater but also, perhaps, more frequent. Collective bargaining has encouraged specialization of function, the elimination of multi-purpose jobs and the introduction of more formalized organization structures with the differentiation of duties;
- ii) Many jobs in adult institutions have been affected by the enforcement of hours of work and minimum wage regulations. Enforcement of the equal pay for equal work legislation in Ontario has also resulted in substantially increased salary costs for female employees;
- iii) A policy of paying regular staff salaries to members of religious orders who formerly worked in charitable institutions for partial salary or no payment has been introduced in some provinces. Institutions operated by religious orders are also experiencing a trend towards recruitment of a relatively well-paid professional lay staff for such positions as controller or manager;
- iv) The number of employees has increased as a result of the increase in the number of institutions and residents;
- v) More highly trained and more specialized staff has become needed due to the changing needs of resident care;

vi) Administrative supplies and expenses cost more in 1968 than in 1958.

(c) Changes in the cost of living:

Changes in the cost of living have influenced the trend of adult institutional care costs by directly affecting the cost of food and provisions. The consumer price index is based on the cost of purchases by individuals and therefore may be an inadequate measure of changes in institutional costs. However, it is one of the best indicators of increased costs related to food and provisions; it has been used to deflate the provincial data in current dollars and express them in constant 1958 dollars. In the provinces for which data are available, increases in the consumer price index for food and provisions appear to have increased from about 21% to 49%. Food and provisions however account for only 2% to 3% of the increase in total adult institutional care costs.

It is concluded that three factors, social changes, changing needs for resident care and increases in salary and administration costs, account for the major portion of the increase in the total cost of operating adult institutions during the last ten years.



TABLE 24

TABLEAU 24

# SUMMARY OF ADULT INSTITUTIONAL CARE COSTS BY PROVINCE

## SOMMAIRE DES COUTS DES INSTITUTIONS POUR ADULTES PAR PROVINCE

	(\$ Thousands)				(Milliers de \$)				
	NFLD. T.N.	P.E.I. I.P.E.	N.S. N.E.	N.B.	QUE.	ONT.	MAN.	SASK.	ALTA.
1958-59	418.4	198.1	89.7	-	-	12060.9	-	5363.2	168.
1959-60	403.4	212.2	189.5	-	-	14385.1	-	5739.2	167.
1960-61	445.2	390.9	274.8	-	9477.1	16890.5	1752.0	6227.4	1098.
1961-62	466.5	441.8	388.5	-	10178.3	19068.7	1887.0	6653.1	1409.
1962-63	455.8	505.7	435.0	-	12157.9	21917.6	2080.0	7204.1	2023.
1963-64	466.2	536.4	464.8	-	12145.5	24878.4	2185.0	7747.4	2618.
1964-65	545.2	647.1	483.5	-	12521.0	28409.6	2420.0	8824.5	3024.
1965-66	810.1	691.5	667.9	-	14277.2	33171.3	2711.0	9937.7	3192.
1966-67	1569.9	804.2	1250.6	-	14021.3	39467.8	3334.0	11012.6	3410.
1967-68	1754.5	1054.7	2056.4	3619.6	16407.9	47111.1	3885.0	11920.4	3531.
1968-69	2150.2	1623.8	2930.7	5561.0	23277.3	58371.0	5007.0	12903.1	3720.

**SOURCE:** Annual Reports and Provincial Data Supplied by Provincial Officials

SOURCE: Rapports annuels des provinces et données fournies par les provinces

NOTE: Certain Elements of Costs Have Been Estimated.  
New Brunswick Data Are Not Available Prior to 1967-68

NOTE: Certains éléments de coût ont été estimés.  
Aucune donnée n'est disponible pour le N.B. avant 1967-68



TABLE 25

TABLEAU 25

SUMMARY OF ADULT INSTITUTIONAL CARE COSTS BY PROVINCE:  
PERCENTAGE CHANGE OVER 1959-60

SOMMAIRE DES COUTS DES INSTITUTIONS POUR ADULTES  
PAR PROVINCE: POURCENTAGE DE CHANGEMENT PAR RAPPORT

A 1959-60

	NFLD. T.N.	P.E.I. I.P.E.	N.S. N.E.	N.B.	QUE.	ONT.	MAN.	SASK.	ALTA.	B.C. C.B.	CANADA
1960-61	10.4	84.2	45.0	-	-	17.4	-	8.7	557.5	16.9	-
1961-62	15.6	108.2	105.0	-	7.4	32.6	7.7	15.9	743.5	22.9	-
1962-63	13.0	138.3	129.6	-	28.3	52.4	18.7	25.5	1110.9	27.6	-
1963-64	15.6	152.8	145.3	-	28.2	72.9	24.7	35.0	1466.8	40.5	-
1964-65	35.2	204.9	155.1	-	32.1	97.5	38.1	53.8	1710.2	51.5	-
1965-66	100.8	225.9	252.5	-	50.6	130.6	54.7	73.2	1810.7	65.8	-
1966-67	289.2	279.0	559.0	-	47.9	174.4	90.3	91.8	1941.1	86.1	-
1967-68	334.9	397.0	985.2	-	73.1	227.5	121.7	107.7	2013.6	97.6	-
1968-69	433.0	665.2	1446.5	-	145.5	305.8	185.8	124.8	2126.2	134.1	-

SOURCE: Table 24

SOURCE: Tableau 24

TABLE 26

TABLEAU 26

## ESTIMATED AVERAGE NUMBER OF ADULTS IN CARE BY PROVINCE

## NOMBRE MOYEN ESTIME D'ADULTES PLACES PAR PROVINCE

	NFLD. T.N.	P.E.I. I.P.E.	N.S. N.E.	N.B.	QUE.	ONT.	MAN.	SASK.	ALTA.	B.C. C.B.	CANADA
1958-59	427	160	365	-	-	9634	-	3850	-	2430	-
1959-60	415	155	466	-	-	10171	-	3983	576	2560	-
1960-61	453	260	473	-	10500	10777	2976	4271	1816	2731	-
1961-62	448	257	511	-	11100	11493	3125	4539	2303	2892	-
1962-63	454	246	566	-	11797	12270	3281	4712	3038	2917	-
1963-64	438	247	581	-	12181	12985	3445	5040	3784	3103	-
1964-65	434	257	597	-	12502	13712	3611	5606	4141	3333	-
1965-66	480	243	808	-	12936	14525	3925	6347	4337	3550	-
1966-67	594	235	1353	-	13376	15364	4055	6983	4567	3647	-
1967-68	653	300	2056	2209	13465	16252	4236	7508	4784	3766	55229
1968-69	689	446	2460	2661	15122	17382	4354	8023	4996	4300	60433

Percentage Change Over the Period 1959-60 to 1968-69

Pourcentage de changement au cours de la période 1959-60 à 1968-69

66.0 187.7 427.9 - 44.0 70.9 46.3 101.4 767.4 68.0 -

SOURCE: Provincial Annual Reports and Data Supplied by Provincial Officials SOURCE: Rapports annuels des provinces et données fournies par les provinces.

NOTE: New Brunswick Data are not Available Prior to 1967-68

NOTE: Aucune donnée n'est disponible pour le Nouveau-Brunswick avant 1967-68.

TABLE 27

TABLEAU 27

## ADULT INSTITUTIONAL CARE COSTS BY TYPE OF EXPENDITURE

BY PROVINCE, 1959-60

COUTS DES INSTITUTIONS POUR ADULTES  
PAR TYPE DE DEBOURSE PAR PROVINCE, 1959-60

(\$ Thousands)

(Milliers de \$)

Type of expenditure / Type de déboursé	Nfld. T.N.	P.E.I. I.P.E.	N.S. N.E.	N.B.	QUE.	ONT.	MAN.	SASK.	ALTA.	B.C. C.B.	CANADA
Food and Provisions / Alimentation et Fournitures	75.0	43.9				2731.5		1038.8			-
Medical and Dental / Frais Médicaux et Dentaires	3.6	6.2				548.2		229.6			-
Welfare of Residents / Bien-Etre des Pensionnaires	9.3	10.2				268.3		103.3			-
Salaries and Wages / Salaires et Traitements	246.9	99.7				7687.4		3254.1			-
Other operating and administration expenditures / Autres Dépenses de Fonctionnement et Administration	51.2	31.4				2710.5		952.7			-
Sundry / Divers	17.4	20.8				439.2		160.7			-
TOTAL:	403.4	212.2	189.5	NA/ND	NA/ND	14385.1	NA/ND	5739.2	167.1	2546.1	-

SOURCE: Provincial Annual Reports, Public Accounts  
and Data Supplied by Provincial OfficialsSOURCE: Rapports annuels et comptes publics des provinces, ainsi  
que des données fournies par les provinces

TABLE 28

TABLEAU 28

ADULT INSTITUTIONAL CARE COSTS BY TYPE OF EXPENDITURE  
BY PROVINCE, 1968-69

COUTS DES INSTITUTIONS POUR ADULTES  
PAR TYPE DE DEBOURSE PAR PROVINCE, 1968-69

(\$ Thousands)

(Milliers de \$)

Type of expenditure / Type de déboursé	Nfld. T.N.	P.E.I. I.P.E.	N.S. N.B.	N.B.	QUE.	ONT.	MAN.	SASK.	ALTA.	B.C. C.B.	CANADA
Food and Provisions / Alimentation et Fourmitures	191.4	173.5		784.1	3988.1	7366.3		1509.7	1090.8		-
Medical and Dental / Frais Médicaux et Dentaires	53.8	48.6		-	589.1	1408.7		309.7	-		-
Welfare of Residents / Bien-Etre des Pensionnaires	15.1	34.1		-	45.3	514.2		103.2	864.1		-
Salaries and Wages / Salaires et Traitements	1225.6	1091.1		3748.1	15179.6	39131.1		8941.8	1588.9		-
Other operating and administration expenditures / Autres Dépenses de Fonctionnement et Administration	569.8	188.0		1028.8	3475.2	7217.6		1471.0	172.8		-
Sundry / Divers	94.5	88.5		-	-	2733.1		567.7	3.4		-
<b>TOTAL:</b>	<b>2150.2</b>	<b>1623.8</b>	<b>2930.7</b>	<b>5561.0</b>	<b>23277.3</b>	<b>58371.0</b>	<b>5007.0</b>	<b>12903.1</b>	<b>3720.0</b>	<b>5961.0</b>	<b>-</b>

SOURCE: Provincial Annual Reports, Public Accounts  
and Data Supplied by Provincial Officials.

SOURCE: Rapports annuels et comptes publics des provinces, ainsi  
que données fournies par les provinces



TABLE 29

SUMMARY OF ADULT INSTITUTIONAL CARE COSTS BY PROVINCE  
IN CONSTANT 1958 DOLLARS

(\$ Thousands)

	NFLD. T.N.	P.E.I. I.P.E.	N.S. N.E.	N.B.	QUE.	ONT.	MAN.	SASK.	ALTA.	B.C. C.B.	CANADA
1958-59	418.4	198.1	89.7	-	-	12060.9	-	5363.2	168.1	2054.5	-
1959-60	399.0	209.9	187.4	-	-	14228.6	-	5676.8	165.3	2518.4	-
1960-61	434.8	381.7	268.4	-	9255.0	16494.6	1710.9	6081.4	1072.9	2907.9	-
1961-62	451.6	427.7	376.1	-	9853.1	18459.5	1826.7	6440.6	1364.5	3029.7	-
1962-63	436.2	483.9	416.3	-	11634.4	20973.8	1990.4	6893.9	1936.3	3108.0	-
1963-64	438.2	504.1	436.8	-	11414.9	23382.0	2053.6	7281.4	2460.6	3361.3	-
1964-65	503.4	597.5	446.4	-	11561.4	26232.3	2234.5	8148.2	2793.1	3562.3	-
1965-66	729.8	623.0	601.7	-	12862.3	29884.1	2442.3	8952.9	2876.4	3802.2	-
1966-67	1363.9	698.7	1086.5	-	12181.8	34290.0	2896.6	9567.9	2963.2	4117.3	-
1967-68	1471.9	884.8	1725.2	3036.6	13765.0	39522.7	3259.2	10000.3	2963.0	4219.9	80848.6
1968-69	1732.6	1308.5	2361.6	4481.1	18756.9	47035.5	4034.6	10397.3	2997.6	4803.4	97909.1

(Milliers de \$)

SOMMAIRE DES COUTS DES INSTITUTIONS POUR ADULTES  
PAR PROVINCE EN DOLLARS CONSTANTS DE 1958

SOURCE: Computed from D.B.S. "Prices and Price Indices"  
 (Cat. No. 62-002) and Table 24

SOURCE: Calculés à partir des données du B.F.S. "Prices and Price  
 Indices" (No. de Cat. 62-002) et du Tableau 24

TABLE 30

SUMMARY OF ADULT INSTITUTIONAL CARE COSTS BY PROVINCE IN  
CONSTANT 1958 DOLLARS: PERCENTAGE CHANGE OVER 1959-60

	Nfld. T.N.	P.E.I. I.P.E.	N.S. N.E.	N.B.	QUE.	ONT.	MAN.	SASK.	ALTA.	B.C. C.B.	CANADA
1960-61	8.9	81.8	43.2	-	-	15.9	-	7.1	-	15.5	-
1961-62	13.2	103.8	100.7	-	6.5	29.7	6.8	13.5	27.2	20.3	-
1962-63	9.3	130.5	122.1	-	25.7	47.4	16.3	21.4	80.4	23.4	-
1963-64	9.8	140.2	133.1	-	23.3	64.3	20.0	28.3	129.3	33.5	-
1964-65	26.2	184.7	138.2	-	24.9	84.4	30.6	43.5	160.3	41.5	-
1965-66	82.9	196.8	221.1	-	39.0	110.0	42.7	57.7	168.1	51.0	-
1966-67	241.8	232.9	479.8	-	31.6	140.0	69.3	68.5	176.2	63.5	-
1967-68	268.9	321.5	820.6	-	48.7	177.8	90.5	76.2	176.2	67.6	-
1968-69	334.2	523.4	1160.2	-	102.7	230.6	135.8	83.2	179.4	90.7	21.1

SOURCE: Table 29

SOURCE: Tableau 29

TABLEAU 30

SOMMAIRE DES COUTS DES INSTITUTIONS POUR ADULTES  
PAR PROVINCE EN DOLLARS CONSTANTS DE 1958:  
POURCENTAGE DE CHANGEMENT PAR RAPPORT A 1959-60



## REPORT ON FEASIBILITY STUDY FOR COST-BENEFIT IN WELFARE

Part of the assignment to this committee was to explore the feasibility of a cost-benefit analysis of various program components in the field of welfare.

During the second year of its mandate the working group entered into an agreement with the Department of Supply and Services, Ottawa, whereby the Department agreed to conduct the study. The study was undertaken by the Bureau of Management Consulting Services of the Department with the help of the province of Nova Scotia and members of the working group. The study was concentrated in the province of Nova Scotia and it sought to examine the cost-benefit aspects of providing training and of creating employment with respect to a selected group of welfare recipients.

### Assessment of the Study

The methods used in the study and the factors taken into account appear to be rather restrictive; and, therefore, the conclusions drawn would be somewhat limited. However, the primary objective of the report was to determine the feasibility of using cost-benefit analyses in welfare, and it would appear from a cursory study of cases that there is a good indication that this technique could become a valuable aid to the study of welfare programs on a Canada-wide basis.

This exercise has demonstrated that cost-benefit studies should be used with caution and may be of dubious value if some of the assumptions made are not valid or cannot be applied to the local situation, or if the limits of the method are not recognized. Although positive benefit-cost ratios were reported for this particular study, the conclusion has not really been proven. The costs and the benefits appear to have been determined on a somewhat arbitrary basis. If an exhaustive study had been made of all important elements quite different results might have been obtained.

On the other hand, the demonstration of positive benefit-cost ratios is not an absolute necessity in a study of this kind where the social costs and social benefits could be a far greater consideration in the determination of the effectiveness of a program. This study would have been greatly improved had the social cost and benefits been brought into the analysis. It is recognized that many of these cannot be measured, but even so, the inter-relationships of social factors should have been examined, and their importance to the results have been stressed.

With respect to the approach which seems to be implicit in the study, one wonders whether one successful demonstration in one area of social welfare necessarily demonstrates the feasibility of a general application of the cost-benefit technique in all areas. Further, is it really necessary to demonstrate the feasibility of using this technique at all? The cost-benefit approach is an analytical tool and one which has limitations. It may be applied in some areas with greater certainty than others, but never with absolute certainty. The findings of any cost-benefit study must be used with information and analyses of other factors in decision making. It does appear that this approach can be used in the social welfare field. In view of the difficulty of bringing into any such study social costs and social benefits so important in the social welfare area, it should be recognized that the technique is more limited and should be applied with greater caution than in problem areas where social factors can be ignored with impunity.



These comments are not meant to imply that the study conducted by the Bureau of Management Consulting Services was unsuccessful. On the contrary, it proved that cost-benefit is a useful technique which can be used for planning in the social welfare field. It also underlined the need for a more comprehensive information system if studies of this kind are to be undertaken on a broader basis than is possible with just those variables that are easily measurable, which may not be the most important from a social standpoint. The need for implementation of a complete information system is also stressed in other chapters of this report.

## THE DEVELOPMENT OF DEFINITIONS AND STATISTICAL TABLES

The federal-provincial working group established a subcommittee on statistics to develop definitions, forms and tables and suggest administrative arrangements for financial and statistical reporting for the purpose of program planning, budgeting and forecasting.

The subcommittee examined the program areas of financial assistance, child welfare, adult institutions, health care services, and welfare services and administration.

Priority was given to the areas of financial assistance and child welfare. Common statistical tables and definitions which would be suitable for provincial reporting were prepared for financial assistance and some preliminary work was carried out in the remaining program areas.

As early as its first meeting, the subcommittee generally accepted the broad areas on which data were required. The subcommittee believed that the collection of statistics on a regular basis should be closely related to the management of a program and the statistical system designed should be clearly related to the objectives against which program achievement must be measured. The purpose is, therefore, to provide information to evaluate how well a program is achieving its objectives and to improve the planning of changes or extensions of programs. The terminology used must permit a high level of consistency in definition by all staff within the province and, on a broader basis, between provinces.

As stated above the original approach of the subcommittee was to establish provincial reporting tables that would be useful on a national scale. Definitions of necessary terms were also prepared. On the surface this may appear to be a logical approach - one that would yield the desired results. However, provinces do not have complete management information systems and the systems which are now in use vary widely from province to province. Because it was necessary to establish the tables on the basis of what one would like to know (rather than of what it is currently possible to provide) and because it was necessary to establish common definitions, few (if any) provinces can complete the tables without changes to their existing information systems.

When provincial program administrators reviewed the tables, there was a recurring theme - how is the information desired by the subcommittee to be obtained?

The argument has been made that the only method of obtaining comparable statistical output is to have information systems with similar characteristics - for example, all systems based on individual case profiles rather than some provincial systems based on individual case profiles, and other provincial systems based on compiled summaries.

The creation of a new system must be viewed as more important than the proposed tables that necessitated such a move. If a new system is to be developed, the possible output tables will depend on the characteristics of that system.

Therefore, rather than establishing the statistical tables and definitions that are necessary for common reporting, further study should be based on the examination of the information system itself.

It should be stressed that the work of the subcommittee will be useful in any such future analysis. Perhaps most important is the fact that the need for a description of an information system would not have been evident if the subcommittee had not established the information needs in the form of the tables it prepared.

## THE CREATION OF MANAGEMENT INFORMATION MODELS

### Need for a common approach

A common approach among provinces to statistical reporting systems is necessary:

- (1) to provide data for an analysis of increases in social assistance costs
- (2) to meet the needs of the federal government for managing the Canada Assistance Plan, and
- (3) to provide data comparable from province to province in order to assist provinces in examining the experiences of other provinces.

A common approach was deemed necessary among programs because, to some extent, the three program areas offer benefits of an alternative nature - for example, maintaining adults in institutions is an alternative to paying them financial assistance. Similarly, payments of financial assistance to a family are an alternative to supporting children in care. Because of the alternative nature of such programs, the various program components of the total assistance system should not be examined in isolation.

### Objectives of a welfare reporting system

1. To meet federal data requirements for the management of the Canada Assistance Plan.
2. To establish for the whole welfare system a minimum common data base and minimum common data on caseload movements. It is noted that the statistical systems of individual provinces should undoubtedly be more complete; nevertheless, the selected data on caseload movements should constitute the minimum necessary to facilitate comparison from one program to another, and from one province to another.
3. To provide the information necessary for the positive management of welfare programs within each province. Information should be available to aid in evaluation, planning, budgeting, forecasting, and controlling. (A common approach to a basic information system - an approach which would view the many different programs as one welfare program rather than viewing each program in an isolated accounting oriented manner - is made necessary by this objective.)
4. Given the minimum data base and the minimum data on caseload movements, the system should, where possible and appropriate, be compatible with other available data. (For example one might consider output by D.B.S. census tract as possible and appropriate, but use alternatives to the D.B.S. definitions of family and educational levels.)
5. To provide information on reasons for the need for services and on the characteristics of the population served - data which can be used to help identify and remedy problems in the socio-economic system. (This objective is viewed as a long-term goal.)



6. To provide information on families in receipt of benefits from more than one of the three program areas of financial assistance, child welfare and adult institutions. (This objective is also viewed as a long-term goal.)

At this time achieving objectives 4 and 5 will be difficult given the limitations of existing data, the limitations of systems capabilities in most provinces, as well as the limitations in our knowledge of the present socio-economic system. Since these are important long range objectives, they should be noted so that further systems development and thinking may be carried out in this field.

#### Limitations on achieving the above objectives

1. The system should be capable of being managed under many different conditions of organization and size - conditions which vary from one province to another. (This limitation is viewed as especially important given the failure of the Canada Assistance Plan to provide for the sharing of purchased computer services.)

2. Definitions should be basic enough to enable application in all provinces and yet still remain comparable enough to meet objective number 2.

#### Areas to be included in the models

As outlined above, information systems to meet the needs of administration, planning and evaluation should be designed. The models should adopt a compatible approach for financial assistance, child welfare, adult institutions. For each welfare field, the model could include sections on objectives for that field, constraints for that field, desired input, possible output, in addition to the characteristics of the information system.

Once descriptions of the desired systems are available for these three areas, the proposed systems should be examined to ensure that they provide data which is compatible from program area to program area.

It is suggested that at least the system for financial assistance be made available prior to this final review. There are several reasons for this suggestion - (1) financial assistance is the area with the largest expenditures, (2) some provinces are now examining their own systems in this area, (3) the reactions to, and comments on, the described system in this area would be useful to those working on child welfare and adult institutions, (4) because of the degree of complexity involved, it may take a considerable amount of time to design information systems in the remaining areas of child welfare and adult institutions, and (5) some degree of uniformity now exists in provincial financial assistance systems.

A sample model for financial assistance has been prepared along these lines by the provinces of Quebec and Ontario and this is set out in Section II.

#### Suggested method of obtaining models: Information system committee

It is recommended that three or four persons with a good appreciation of management information systems be appointed by the Deputy Minister of National Health and Welfare to an information system committee. This

committee should supervise and direct the work of systems analysts and make sure that the work in each of the program areas will result in separate reports that, taken as a unit, will produce systems and output that are compatible from one program area to another and from one province to another.

The description of an information system for financial assistance is now available; the information system committee could examine it and make any changes in its content which are considered necessary.

Of the remaining program areas - child welfare, adult institutions, welfare services and administration, and health care services - first priority should be given to child welfare.

The information system committee should examine the other areas and determine further priorities; however, consideration should be given to completing client-oriented information systems - for example, recipients of services and residents in adult institutions. It could be that after a preliminary examination, the committee may decide that it is not feasible at this time to design models that would be applicable to all provinces for all the remaining program areas.

To fulfill its task of supervising and directing the systems analysts, it may be necessary to meet with the analysts as frequently as once a month. In addition, the committee members could serve as resource persons to the analysts or suggest possible provincial resource persons.

The committee (along with the analysts) should consult with representatives of interested provinces. It would be useful if each deputy minister would, at the outset, make known whether or not he is interested in a uniform approach to information systems. The committee could then consult only with those provinces which had indicated an interest in the report. (It should be noted that if in the future, because of the large expenditure of funds for which the federal government is responsible it requires a common reporting system, lack of consultation at this time may result in a province later adopting a system which it did not actively participate in establishing.) The comments made at the consultations should be recorded so that the committee could make (or suggest to the analysts to make) any changes in the report which it considered necessary.

Once the committee is satisfied with each separate model it should present the material to the annual meeting of the deputy ministers for subsequent action.

#### Suggested method of obtaining models: Systems analysts

The actual design and written description for each desired information system should be prepared by one or two persons with specialized training and experience in the field of systems design and with knowledge of provincial legislation and practice in the program area to be examined. (The very nature of the task precludes work at this level being carried out by a committee.) The analysts should be appointed by the information system committee selected by the Minister of National Health and Welfare.

In order to obtain background data on other provincial systems, it might be necessary to contact informally representatives of the provinces. In addition, to answer more detailed and time consuming questions, members of the information system committee could serve as "resource persons", or suggest possible resource persons from the provinces. Possible resource persons could be provincial



program administrators, federal program representatives and directors of research.

For many provinces, the committee and subcommittee have already been expensive, both in terms of expenditures and of time. It would be unreasonable to ask them to pay for the costs of an analysis of information systems. Therefore, it is suggested that the federal government pay all the costs of the information system committee and the systems analysts. Because of the requirement that the systems analysts possess knowledge of provincial legislation and practice, thought should be given to selecting a provincial employee.

The analysts should be full time staff appointed on the basis of their knowledge and expertise in the area of information systems who should be responsible for developing a total model information system for each program area which could eventually be adapted by each province for implementation.

The work of the systems analyst should be supervised and directed by the information system committee.

The systems analysts should not only describe the model to the provinces but also obtain the comments of the provincial officials on the difficulty of implementing such a system. These comments should be made available to the information system committee.

The implementation of the system designed by the analysts should be the responsibility of each province. The analyst should, however, be available to clarify the report if necessary and act as a consultant.

#### Implications of the creation of management information models

The creation of management information models was justified above. One might add that the present welfare system is an integral part of society - one which interacts with such other social measures as Old Age Security, Family Allowances, Unemployment Insurance, Canada Pension Plan, etc. Given the fact that welfare is a permanent part of social policy, it is necessary to build the appropriate administrative and information systems. It should be noted that the need for a systems approach is not limited to provincial assistance.

The recommendation that work be carried out to create information systems models requires extensive commitments of personnel and time. For example, even though they are employed full-time it will likely take the systems analysts a minimum of one year to design a model of an information system. Added to this time would be the implementation time, a conservative estimate of which would be two years after the decision to implement is made.

For the purpose of analysis and research at the regional and national levels, it is necessary to have a computerized data bank as it would be impossible to perform sophisticated analyses based partly on a manual and partly on a computerized data bank.

SECTION II

MODEL OF A STATISTICAL REPORTING SYSTEM

FOR

FINANCIAL ASSISTANCE





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## I. INTRODUCTION

This report is concerned with creating a model statistical reporting system for financial assistance. The existing information systems of Quebec and Ontario were studied (and formed the basic starting point for the report).

The general characteristics of an information system are determined by the objectives the system is designed to meet. Consequently, this report gives first consideration to the objectives selected for the proposed system and, following that, to the constraints on the scope of the report and to the constraints inherent in an information system. Discussion is then centred on the essential characteristics of the system. Suggestions are also made concerning the necessary input and attention is given to some of the possible outputs of the system especially those which would be useful in interprovincial comparisons of data.

### OBJECTIVES

Since the characteristics of a statistical reporting system reflect the objectives for which the system was created, attention is first focussed on possible objectives.

A statistical reporting system should be designed with the objectives of timeliness, accuracy, compatibility and flexibility in mind. It should also be designed to provide with minimum effort statistics necessary for cost analysis, caseload analysis, existing program evaluation, program development and research.

#### Timeliness

Information produced by the system, to be of maximum usefulness, should be timely. It should be possible to analyze trends in costs and case composition while it is still possible for corrective action to be taken.

It is not necessary to elaborate on the benefits of current as well as historical information. Of course there is no line dividing historical and current information; however, an arbitrary goal of a maximum delay for obtaining current information could be three months. This maximum three month delay would cover at least three distinct time periods - the period between which a change occurs and the caseworker learns of it, the period it takes the caseworker to inform the processing centre, and the period it takes the centre to produce reports reflecting the change. There is not the same degree of managerial control over the first time period (the time it takes the caseworker to learn of a change in information) as there is over the remaining periods; however, a goal of a maximum delay of a month between each of the three "stations" has been suggested.

#### Accuracy

The quality of statistical output is obviously limited by the accuracy of the corresponding input.

The degree of accuracy will depend on many factors, for example, original data verification procedures, timing and thoroughness of periodic case reviews, design of input forms, and the importance given to "statistical sections" by those completing the forms.



## Compatibility

The information produced by the system must be based on data that are both internally and externally compatible.

Internal compatibility means that the data collected should be uniform, for example, uniform definitions available and in use, the same basic data being collected on all cases, and common data recording practices being observed at the local level.

External compatibility means that the system should possess the facility to permit comparisons and exchange of data with sources outside the financial assistance information system, for example, with other provincial and federal government departments, bureaux and social service agencies, etc. It might prove rewarding to match social assistance files with records of employment, records of education, other sources of government transfer payments (Old Age Security, Guaranteed Income Supplement, Unemployment Insurance, Canada or Quebec Pension Plans, Workmen's Compensation, etc.). It would be also useful if it were possible to compare backgrounds of welfare personnel working on a case with their own employment records (such as their training, age, or years of experience). A valuable future development would be the combination of information on financial assistance and the other social services supplied to an individual.

## Flexibility

Complex statistical systems are expensive and time consuming to develop; they should therefore possess the ability to adjust readily to changes that may occur such as changes in program, department reorganization, or desired output.

It should perhaps be noted here that the flexibility objective requires that individual case information (rather than compiled tables) be transmitted to a processing centre. It would be extremely difficult to vary statistical output significantly and obtain speedy results without having individual case information at one central location.

The flexibility objective also implies that the same basic kinds of data should be collected on all cases regardless of the specific program servicing the case; then, if there is a reallocation of components among programs continuity of information will not be lost.

## Statistical Requirements

Data requirements should be assessed by taking an overview of total information needs. And as mentioned above a statistical system should be designed to provide statistics for cost analysis, caseload analysis, existing program evaluation, program development, and research. Furthermore, each administrative or managerial level in the organization should be able to obtain the appropriate information it needs soon after it is requested.

Although each of the above statistical requirements could be considered an objective in itself, the flexibility objective makes it necessary for the proposed system to have the characteristics that will permit these statistics to be provided. In addition, the desired input has also been selected with these statistical requirements in mind.

Further elaboration on "statistics for - - -" is contained in the section of the report describing the output of the proposed system.

### Minimize Effort

Once the necessary input has been selected, it should be presented in a manner that will minimize the time and effort spent in recording the information and in transferring it to a central processing area. Therefore a minimum number of forms should be used which should be designed to remove as much clerical work as possible from the field social welfare worker.

## CONSTRAINTS

### Financial Assistance

This report deals exclusively with the statistical system necessary for the analysis of all provincial programs providing assistance at home. Similar systems may be necessary for such areas as children in foster homes, children in institutions, adults in institutions, or counselling services; however, for the purpose of this report, attention has been limited exclusively to financial assistance.

### Direct Costs Only

The focus of this report is on individual case information. Costs of administration are obviously also of importance but are excluded from consideration. It should be possible to have cost of administration (including personnel costs) broken down for each local office and each legislative program.

### Integration of System

The proposed information system should not operate in isolation but rather be part of a department's total system for case management, cheque writing, auditing and other managerial functions. In fact a statistical system can not operate at maximum effectiveness unless it is part of a total case management system.

### Computerized

The proposed system has been designed to take advantage of electronic data processing techniques. The need for a computerized system flows out of each of the objectives, especially the objective to provide timely statistics for research purposes. Considering the volume of information required and the number of cases, some of the most elementary tables could not be compiled with speed and accuracy unless a computer is used. (Also, it is necessary to use electronic data processing to make it possible to adapt more easily to future developments in administration).

Although computerization has been considered as a constraint, many of the recommendations for the proposed system also apply in a manual system.

### Population at Large

Constraints are imposed by the environment in which the system operates. Perhaps the most important of these is that the information produced reflects the characteristics of only that section of the total population which has

applied for (or been granted) financial assistance. Even with the aid of the proposed statistical system, it would not be possible to study or predict the characteristics of potential assistance caseload without employing special surveys, samples, or computer simulation techniques to obtain information about the population at large.

#### Role of an Applicant

The statistical input of the proposed system is also limited by the extent of an applicant's knowledge of his personal circumstances and his willingness to co-operate. For example it would undoubtedly be useful to know how a recipient allocates his actual expenditures among allowances provided for food, clothing, household supplies, personal requirements, etc.; however, it is not possible to collect such data except by doing surveys. His degree of co-operativeness will depend on many factors for example, the attitude of the civil servant assisting him with the necessary forms, or the incentive he has for complete reporting.



## II. PROPOSED STATISTICAL REPORTING SYSTEM

### GENERAL CHARACTERISTICS

The characteristics of the proposed information system are a reflection of the selected objectives. Often several objectives will imply the same characteristic and, at times, different objectives will imply different and somewhat conflicting characteristics. Rather than identifying the individual characteristics flowing from each objective, all the characteristics of the proposed system are described and a table has been prepared to tie some of the individual characteristics to the corresponding objectives. An attempt has been made to group the main characteristics under broader subject matter areas: individual case profiles, computerization, file structure, forms, and personnel aspects.

### INDIVIDUAL CASE PROFILES

The system must contain individual case profiles located at one central data processing installation. If the system is to provide statistics for cost analysis, caseload analysis, evaluation of existing programs, program development, and research purposes it must have information arranged so that it may be regrouped to suit the needs of the user. If compiled statistical summaries (rather than individual case records) were transmitted to the processing centre, then statistics could not be made available to all of the potential users. For example the number of cross-tabulations of data which could be derived would be extremely limited. Not to transmit individual records would impose a straightjacket on the system, a straightjacket which would make the system ineffective in achieving the goals for which it was created.

Given the essential basic input, individual case information will permit detailed caseload analysis, for example, analysis of reasons for dependency on social assistance, length of time on assistance, frequency of return to assistance, effect of changes in economic factors (such as increased unemployment). Individual cases may be traced through time, a variety of legislative programs, and geographical locations.

### COMPUTERIZATION

#### The necessity for a Computer

Not only must individual case record information be maintained at a processing centre, but it must also be accessible. Information that has to be extracted manually from thousands of individual files obviously does not meet the objective of timeliness. Therefore as soon as the caseload size warrants it the system should be computerized. Computerized systems possess the capacity for increased speed, the capacity to produce detailed reports, and the capacity to store information in a manner that will increase the possible uses of the data on file. One of the greatest benefits of a computerized system is the resultant increase in the availability of information that would otherwise remain "hidden" in the files - information that is essential for research purposes.

The need for the system to be computerized has been judged of sufficient importance to be treated as one of the constraints on which the report is based.



## Entry of Information

Individual case information flowing from each "station" to the processing centre must be in machine-readable form. One way to reduce the number of entry errors (and thus increase accuracy), is for the necessary computer programs to be written so that data may be entered in any order. (One way would be to permit the field number and the contents of that field to be punched in the most convenient order rather than in some predetermined order. Similarly, only fields that contain information should be entered not all fields regardless of whether they contain information or not).

## Built-in Information Checks

Programming checks can be built in to assure internal consistency of the data. For example, internal logic checks could edit out mothers coded as males, and inconsistent combinations of geographical codes and office numbers. Verification of code checks could edit out codes beyond established acceptable ranges.

Input quality is also dependent on many other variables; the degree to which reported information is verified is a managerial policy decision which affects input quality. Another common form of verification is an audit; results of both central and field audits should be fed back into the system.

## FILE STRUCTURE

### Integrated System

The financial and statistical information should be integrated. As stated above, the information system described in this report will only be at maximum effectiveness if it is part of a larger case management system.

Integration of financial and statistical information systems has several important consequences on the output. More information will be available; for example, information may be prepared on assistance that is received and cashed rather than on assistance that is issued. In addition, it is not uncommon for greater attention to be given to, and for greater accuracy to be demanded of, financial systems than of statistical systems. Integration may thus give the same emphasis to statistical information as to financial information. Integration will make it possible to relate case data to cost data and thus assist in studies of cost effectiveness.

### Modularity

As outlined above, for the system to be responsive to change it is necessary to have information on an individual case basis. Such flexibility is also achieved if the system is created on a modular basis instead of a system tailored to each legislative program. A modular system will have an identical file for all clients which may be linked to the file for the program under which the case falls.

### Basic Set of Data

In the clientele file the same basic set of data must be collected for all financial assistance programs - immediate, short term or long term. It should also be possible to incorporate overpayment and underpayment information into data relating to the appropriate program.

Because the same basic set of data is required for all programs, the data sheet may contain more information than appears to be necessary to fulfill the needs of a particular program. However, such extra information is required in order to permit a change from one program to another without requiring a major change in the information system.

### Identical Master Tape

Information for all programs should be put on a master file in a manner that will produce data on the same variables and the same caseload movements. (It should perhaps be noted that there may be a trade-off between the convenience of a common form for all programs and the data required for specific programs).

### Permanent Link

For external compatibility of data, a unique and permanent identification number is required. The social insurance number probably possesses the greatest potential for record linking. Significant benefits could follow from the capacity to match files with the Unemployment Insurance Commission, the Canada or Quebec Pension Plan, the federal Department of Health and Welfare (Old Age Security, Guaranteed Income Supplement) or the Department of National Revenue.

Matching of records would not only facilitate program development and evaluation but could conceivably make possible in the future cross checking of data (e.g. reported income, employment status, age, legal marital status) between programs.

### File Updating

The frequency of periodic reviews affects the accuracy of the information on file. It is suggested that as a minimum, all information on the master file should be updated annually. (The actual period may vary with the nature of the case). Although all information on the master file should be verified during the review to help to reduce the number of transcription errors, only incorrect data should be changed (it should not be necessary to replace the entire record).

### Minimum Delay

Information on any case is passed from the recipient to the caseworker, from the caseworker to the processing centre, and from the processing centre to the data users. The delay in the transfer of information between each of these stations should not be greater than a month.

A month has been chosen because it is the basic unit of time used currently; for example, cheques are sent at least monthly, there are monthly close-off dates, etc.

### Tape for Parametric Tabulation

A software requirement (necessitated by both the flexibility and timeliness objectives) is the need for general programs to produce tables and listings according to certain characteristics. A tape should be built containing the main variables of the master file to be used with parametric programming to produce tables or lists. It would then be possible to process special requests for information with a minimum of programming time and effort,



regardless of the size of the request.

### Retention Policy

A detailed historical analysis implies a retention policy for master files. It is recommended that as a minimum monthly master files should be kept for at least two years.

### Historical Tapes

In addition, at the end of the retention period of monthly master files, a historical master file should be created. This historical master file should contain only that information which is potentially of value for future analysis.

One method of conserving space on the historical tape (and thus making it more manageable) is to eliminate much of the alphabetic information. (For instance, names of persons on assistance may be removed if the potentially useful information is recorded by employing a combination of social insurance number and soundex or red number).

Master historical files should be created for each year of program operation. Each annual master historical file should contain the original record and all changes made to the original information (including the reason for and date of the change).

## FORMS

### Uniform Definitions

Since data are collected on each program by many individuals and since tabulations within program boundaries and among programs are desired, there must be uniform definitions of basic variables (such as "case", "family head", "employable", "dependent child", etc.). If interprovincial comparisons of data are also desired, the system must possess the necessary input to provide statistics for slightly different definitions. The following section of this report deals with input and suggests definitions of some of the major variables.

### Raw Data

One proposed characteristic of the input that makes such interprovincial comparisons possible is the request for raw (rather than processed) information, for example, date of birth rather than age, actual income rather than income class, data on each family member (including children) rather than for the entire family unit, etc.

### Form Design

Input forms are used by applicants, caseworkers and keypunchers. Of prime importance is the need for the form to be easily completed and readily understood by the applicant. Also, for accuracy in completion, forms should be designed to minimize free hand entry by caseworkers (except where necessary) and should be designed for completion by hand rather than by typewriter. In order to assist the caseworker in completing the form with a minimum of effort, a tick-off form should be used to reduce (or eliminate) transcription and coding. This will give the caseworker more time to spend with the applicant and will also reduce errors.

If keypunching is the method of entering data into the computer, then pre-coded forms should be used wherever possible. Some coding may however, still be necessary, eg. census tract or soundex number. Although the form should be easily understood and easily keypunched, codes need to be quite detailed. It is easy to group codes, but it is impossible to break them. The accuracy of many of the statistics produced by the system depends on the breakdown of reason for being on assistance codes. Similarly geographical codes should cover a small enough unit to permit regrouping into larger geographical units such as electoral districts or economic regions.

#### PERSONNEL ASPECTS

##### Procedure Manual

Not only should uniform definitions exist, but they must be used. A detailed procedure manual is an essential first step in the implementation of uniform definitions. The procedure manual should also be employed to ensure that uniform codes exist and are used.

#### TRAINING SESSIONS

In addition, persons completing the forms (or assisting applicants in completing them) must be motivated to use the correct definitions and the correct form completion practices.

Training sessions when new forms are introduced help to achieve such motivation for higher input quality. Training sessions could also be used to increase the awareness of the importance of the non-financial (i.e. statistical) section of the input documents.

The following table attempts to relate the characteristics of the proposed system to the objectives selected.



# RELATION OF CHARACTERISTICS TO THE SELECTED OBJECTIVES

C H A R A C T E R I S T I C S	O B J E C T I V E S			
	Timeliness	Accuracy	Compatibility	Flexibility
Individual case profile			X	X
Computerization	X	X	X	X
Fields keypunched in any order		X		X
Only fields that contain information to be keypunched		X		X
Built-in information checks		X		
Financial and information system should be integrated		X	X	X
Statistical system should be part of a larger case management system		X	X	X
Modularity			X	X
Same basic set of data should be collected for all social assistance programs			X	X
Information for all programs should be put on the master file in a manner that will produce the same variables and same caseload movements			X	X
Unique and permanent identification number		X	X	X
Frequency of periodic revision		X		
Minimum delay in transfer of information	X			
Tape for parametric tabulation	X		X	X
Tape retention policy				X

RELATION OF CHARACTERISTICS TO THE SELECTED OBJECTIVES

<u>C H A R A C T E R I S T I C S</u>	<u>O B J E C T I V E S</u>			
	<u>Timeliness</u>	<u>Accuracy</u>	<u>Compatibility</u>	<u>Flexibility</u>
Creation of historical master file				X
Uniform definitions		X	X	X
Raw (rather than processed) information		X	X	X
Form to be easily completed and readily understood by applicant		X		
Tick-off precoded forms where possible		X		
Procedure manual in use		X	X	X
Training sessions when new forms introduced		X		

## DESIRED INPUT

A list of some of the input necessary if an information system is to attain the above objectives has been prepared. It should be noted that only the most essential information has been included. Much useful information of lesser importance (for example, the socio-economic background of the recipients in their childhood years) has therefore been excluded from the list of essential input.

All variables which affect either eligibility or the amount of the allowance should be included. Thus the desired input will vary with the legislation of different provinces. In addition all input should be in a raw form rather than a processed form (e.g. the actual income rather than income group, date of birth rather than age).

Some breakdowns of the desired input have been suggested where it was necessary to clarify the nature of the desired input or where the breakdowns seemed of particular importance. Such examples of breakdowns (for example, reasons for ineligibility) should not be considered as all-inclusive.

Definitions of many important terms such as family head, spouse, dependent child, vary from one province to another. Accordingly, some definitions have been prepared and it is on these definitions that the list of desired input information has been based.

## DEFINITIONS

### Beneficiary

Any single person for whom financial assistance has been approved and any member of a family for which financial assistance has been approved. An individual ceases to be a beneficiary on the effective date of the withdrawal of the approval for financial assistance payments.

### Financial Assistance

For the purpose of this report, financial assistance refers to payments made under provincial income maintenance programs that are shareable under the Canada Assistance Plan. This definition excludes payments made to children in foster homes and children in institutions.

### Applicant

Any person who signs an approved provincial form requesting financial assistance. For a request for aid to a family, an applicant could be any member of the family or any third person acting on behalf of the family. For a request for aid to a single person, the applicant could be that single person or any third party acting on behalf of the single person.

### Date of Application

The date when the applicant submits a signed copy of an approved provincial form requesting financial assistance to a representative of the department responsible for handling such applications.

## Case

A single person or a family unit becomes a case at the time of the first formal application for financial assistance.

### Active Case

A case is an active case during periods for which approval for financial assistance payments is effective.

### Suspended Case

A suspended case is an active case for which payment is withheld pending further investigation. Investigation could result in the case becoming either a closed case or an active case, rather than an "active but suspended" case.

### Closed Case

An active case becomes a closed case during periods for which approval for financial assistance is not effective.

### Refused Case: Formerly Active

A case that was closed at the time of the most recent application for financial assistance and whose request for such assistance was not granted.

### Refused Case: Never Active

A case for which no application for financial assistance has ever resulted in the case being an active case.

### New Case

A single person or a family unit that has submitted a first formal application for financial assistance during a given time period. A transfer from one legislative program for financial assistance to another or from one type of financial assistance to another within the same province is not to be considered a new case.

### Re-opened Case

A case that was closed at the time of the most recent application for financial assistance and whose request for such assistance was granted during a given time period.

## Child

A person under eighteen years of age who is not married or who does not have any offspring relying on him (her) for the necessities of life.

## Adult

A person eighteen years of age or older; or, a person under eighteen years of age and married; or, a person under eighteen years of age with another individual relying on him (her) for the necessities of life.



### Family

A family consists of: one adult with one or more dependent children; or, two adults married or living together as married with one or more dependent children; or, two adults married or living together as married. All family members must also be included in the financial assistance payment calculation.

### Dependent Child

A child who relies on one or both adult members of the family for the necessities of life.

### Single Person

An adult who is not part of a family (as defined above).

### Family Head

The family head is the adult in a one adult family, or the male adult in a two adult family. (It should be noted that in a two adult family, the male adult will be considered the head even if the female adult provides the necessities of life, or even if the financial assistance cheque is payable to the female or to a trustee).

### Spouse

The spouse is the female adult in a two adult family.

### Consort

Either of two adults who formerly were married or lived together as married, or who are married or living together as married now.

### Unemployable Person

An adult beneficiary who by reason of physical or mental disability, is not capable of undertaking employment providing sufficient income to meet budgetary needs. All persons sixty-five years of age or older are to be considered unemployable.

### Employable Person

All adult beneficiaries other than those considered unemployable by the above definition.

### Unemployed by Reason of Domestic Responsibilities

A beneficiary who rather than entering the labour force is giving care to an incapacitated spouse or is giving care and supervision to the dependent children of the family.

Further definitions of employment status (full-time employment, part-time employment, seasonal employment, unemployed - undergoing training, unemployed - psychosocial) are to be found in the Interim Report to the Federal-Provincial Conference of Ministers of Welfare, October 2 and 3, 1969, submitted by the Federal-Provincial Working Group on Costs of Welfare Programs (pages 108, 109).

## Regular Assistance

The authorized basic amount of financial assistance which is applicable to all beneficiaries and which is granted to meet ordinary expenditures relating to shelter, food, heat, utilities, household supplies, clothing and personal needs.

## Special Assistance

Special assistance is that portion of financial assistance that is granted either to cover extraordinary expenditures (for example, drugs, funerals and burials) or to supplement the ordinary expenditures of a certain section of the total financial assistance caseload (for example, a supplement to food or shelter allowance).

## DESIRED INFORMATION

### a) Administrative Information

- Legislative program under which case falls.
- Provision in legislation under which case is eligible. (Codes must, of course, vary with the legislation of different provinces. Breakdowns should be fine enough to permit analyses of the effects of individual legislative provisions. If a case qualifies under more than one legislative provision then each such provision should be indicated. If desired, programs can then be written to reflect any predetermined priority among different legislative provisions).
- File number.
- Identification of office serving the case.
- Identification of all persons working on the case (in Quebec this would primarily be the social aid officer, at present in Ontario it would include both case workers and calculators).
- Retrieval number for the case based on the characteristics of the family head or single person (possibly a soundex or red number).
- Date of application (unless otherwise stated, all dates should consist of day, month, year - in that order).
- Effective day of first payment (i.e. the first day for which financial benefits granted).
- Date of first cheque.
- Date aid to terminate (if known).
- Effective date of decision (i.e. date case to become active, suspended, closed or refused).
- Date decision taken.
- Date of change in information on the master file.
- Person who completed the form (e.g. family head or single person; spouse; third party; caseworker with information supplied by head or single person; case worker with information supplied by spouse; caseworker with information supplied by third party).

- Source of change in information on the master file (transfer from other program, transfer from other office, new application, re-application, review requested by applicant, administrative check, periodic revision, key-punch error, correction of information supplied by applicant).

- Decision taken on case (e.g. aid granted, aid increased, case to become closed).

- Level of decision (e.g. caseworker or calculator, supervisor, program director, Appeal Board, Order-in-Council).

- Any record of this case previously receiving financial assistance. If so, what program? First month on assistance. Last month on assistance. (These questions would only need to be asked while an "inventory" of closed and transferred cases is being established).

- Reason for ineligibility (e.g. assets over maximum, transfer of property for insufficient consideration within the past three years, income sufficient to cover budgetary needs, employed full-time, not disabled according to legislation, institutionalized, spouse present, false information, incomplete form, death, other).

b) Destination of Cheque(s)

- Name.

- Address.

- Status (e.g. head, spouse, other relative, private administrator, (including corporations), public administrator, Office of Eskimo Affairs, Office of Indian Affairs).

- Reason cheque sent to other than head (e.g. age of head, incapacitation of head, requested by applicant, aid otherwise unlikely to be used for purposes for which it was granted, other departmental policy).

- Nature of cheque (shelter, gas, electricity, other utility, personal requirements, entire cheque).

- Amount of each cheque.

- Number of cheque.

c) Information Re: Adult Recipients

The following information is to be recorded for all adult recipients. According to the above definitions this includes only single persons, family heads and their spouses.

- Name (surname, Christian names, usual name, maiden name).

- Address (Geographical codes should be fine enough to permit regrouping of information for municipalities, counties, economic regions, census tracts. One method of obtaining such breakdowns is a geographical code based on census tract using the same codes as D.B.S. and municipality number within census tract. A separate master tape could then be prepared in order to regroup municipalities to reflect changes in municipal status. The street address of the recipient should also be kept on file so that advantage may be taken of future advances in geographical coding).



- Date of birth.
- Sex.
- Social Insurance number.
- Employability (employable, unemployable - see above definition).
- Present employment.

- Employed - full time, part time and casual, seasonal (see above definitions).

- Unemployed - undergoing training, student, domestic responsibilities, psychosocial, retirement, disability, otherwise not available for employment, available for employment (see above definitions).

- Health status (e.g. normal for age, illness, partial physical disability, total physical disability, mental disability).

- Type of disability or illness (e.g. temporary, permanent, as indicated by doctor).

- Nature of disability or illness. (Medical codes should be used to indicate the nature of the illness or disability as it appears on the doctor's certificate).

- Family situation - single, consort present, short term absence of consort (hospitalized, in penal institution, otherwise institutionalized, other), long term absence of consort (deceased, separated, deserted, divorced, unmarried mother).

- Reason for assistance. (The above information re employability, present employment, health status and family situation can be arranged in any desired combination to give a breakdown of reasons for assistance. Predetermined priorities of any of these variables can be reflected in the programming).

- Legal marital status (bachelor/spinster, married, widowed, legally separated, separated in fact, deserted, divorced).

- Living as married (yes, no).

- Place of birth (if within the province, geographical code as above. If outside the province, then the name of the province or country should be coded.)

- Residence - type (property owned, renting - public housing, renting - other, rooming, room and board, psychiatric institution, hospital, sanitarium, in prison, itinerant).

- Number of rooms.

- Is accommodation shared with other than family members?

- Employment history - for those persons who are employable, the following information should be recorded for each of the last three positions - including present employment (if any):

a) type of employment and industry (as in Dictionary of Occupational Titles).



b) how did you find this job (Canada or Quebec Manpower, newspaper ad, through friend or relative, private employment office, direct contact with employers).

c) geographical location of place of employment (code as above).

d) date employment commenced and ceased (month/year).

e) salary before income tax and other involuntary deductions.

f) unemployment insurance - did you contribute when employed, date benefits started and ceased (month/year), amount of benefits.

g) was employment full time, part time or casual, seasonal. (See above definitions).

d) Information Re Each Dependent Child

- Name - family name, Christian names, usual first name.

- Social Insurance number (if available).

- Date of birth.

- Sex.

- Education - present status (now enrolled at school, schooling completed). Grade - present grade (last grade completed with success).

- Type of education/training (elementary, academic, commercial, technical, apprenticeship).

- Relationship of dependent to head (child, grandchild, nephew, niece, brother, sister, other).

e) Information Re Family Unit

- Has head or spouse requested information on any of the following social services: counselling (marital relationship, family, child care, parent-child relationship, education, money management, other); information services (on social welfare programs, on legal rights, on employment opportunities, on housing); intervention (before judge, creditors); other services (to the elderly, to unmarried mothers, day nurseries, family aids).

- Does family unit own a car (serial number).

- Information on children under eighteen not considered as dependent.

- Name, family name, Christian names, usual first name, maiden name.

- Social Insurance number (if available).

- Sex.

- Date of birth.

- Relationship (child of mother from former union, child of father from former union, child of present union, other).

- Residence - living at home, in foster home, in correctional institution, in hospital, in other specialized institution, in child care institution, living at own residence, whereabouts unknown).

- Reason for exclusion from benefit calculation (residence, age, income, not at school, eligible for assistance in own right, other).

f) Actual Expenditure Information

Dollar amount of average actual monthly expenditure

- Shelter (rent, room and board, mortgage payment, taxes, fire insurance, heat).

- Utilities (electricity, gas, telephone).

- Food and domestic needs.

- Other (total expenditures for clothing, personal needs, etc.).

- Special needs (for each type of special need as defined in the provincial legislation).

g) Budgetary Components

Amount for each individual budgetary component (as defined in the legislation) - for both ordinary and special needs. (Detailed codes will vary with provincial legislation).

h) Income Information

Amount of income - before income tax attributable to individual family members (head, spouse, dependent children).

- Employment - before tax income from wages or salary, tips, bonuses, commissions, farm revenue, revenue of self-employed.

- Rental income - roomers, flats, room and board, other rental income.

- Transfer payments - individuals obligated by law, other individuals or charitable institutions, private pension or annuity, Unemployment Insurance benefits, Workmen's Compensation benefits, Old Age Security, Guaranteed Income Supplement, Canada or Quebec Pension Plan (retirement pension, disability pension, widow's pension, orphan's pension), War Veterans Allowance, Civilian War Veteran's Allowance, Disabled Veterans Allowance, Occupational training allowance, blind persons allowance, other provincial transfer payment, pension from foreign government.

i) Actual Allowance Information

Maximum total allowance, amount of reduction from total budgetary components because of revenue, adjustments (e.g. overpayments, underpayments, other), amount of total allowance granted.

j) Asset Information

Liquid assets - cash on hand, cash in bank or trust company, market value of bonds and stocks, other.

Personal property - capital sum of an annuity, amount of personal property transferred for insufficient consideration within the past three years.

Real estate - amount of assessment of house, farm or other property, amount of real estate transferred for insufficient consideration within the past three years.

k) Debt Information

For each debt over \$100 - amount, date loan made, date due, loan made by mortgages, sales finance company, bank, personal finance company, relative, friend, other, reason for loan: house purchase, furniture, car, debt, consolidation, medical expenses, other.

POSSIBLE OUTPUT

This report suggests that individual case profiles should be on magnetic tapes at a centralized computerized processing centre. If this recommendation is accepted, then it is possible to obtain statistics on any combinations of the input of the system. It would be unproductive to try to list all of the useful statistical output which could be produced by such a system; accordingly, only a few general areas of useful output have been sketched. A few detailed suggestions as to possible output that might prove beneficial for interprovincial comparisons of data are included.

(a) Statistics on costs of present programs

It should be possible to combine the statistical input in such a way as to provide cost breakdowns fine enough to permit analysis of each factor influencing financial assistance allowance rates for each type of assistance provided by each legislative program. (An example of such a fine breakdown for Ontario would be the number of persons receiving maximum rent allowances, the amount of their rent allowance, and the amount of their actual expenditure on rent, for families of every size headed by mothers with dependent children who are eligible for assistance under the Family Benefits Act because they are divorced from the father of their dependent children and have not remarried).

As well as being able to provide detailed information on the cost of individual legislative provisions, it should be able to provide cost of direct assistance for any and all possible combinations of such meaningful variables of age, family size, education, state of health, sex of family head, the length of time on assistance, and the degree of labour force participation - regardless of whether the assistance was expected to be short term or long term.

In order to make cost comparisons, it is necessary to have a measure of the period over which these benefits were granted; that is whether the case received assistance for the entire month or only for part of it. Possible refinements could be the inclusion of other variables that vary with allowance rates, for example, family size and age of dependent children.

Another possible output could be arrangement of cost data to conform to the units for which administration and counselling costs are available.



And, of course, means, medians, modes, standard deviations and frequency distributions could be created for the selected cost breakdowns.

(b) Statistics for existing program evaluation

One of the basic purposes of a statistical system for financial assistance is the provision of information on the characteristics of recipients.

A major limitation in the evaluation of the effectiveness of programs is the lack of knowledge of the characteristics of the population at large. Published census data is of limited usefulness when estimating the section of the population that meets the eligibility criteria for social assistance.

The ability to trace cases through time will also be of benefit in gauging the long term effectiveness of existing programs in helping persons on assistance in their efforts to achieve independence.

(c) Statistics for program development

A logical extension of program evaluation is program development. Once the difference between actual and desired effects has been determined changes can be proposed to eliminate that difference.

Some effects of proposed changes may be measured as they relate to the existing caseload at the time when the information is recorded. (For example, if actual shelter expenditure is available, then the cost of increasing shelter allowances could be estimated for the existing caseload if it is assured that shelter expenditures would not change because of the change in allowance rates. It might be necessary to make subjective judgments about how realistic such assumptions are).

Again, the cost of proposed program developments would be limited because the information is not available about the population at large which includes potential recipients. The recording of individual case profiles and the use of permanent and unique identification numbers (such as the social insurance number) would expand the ability to match files and might in the future be used to obtain a better picture of a potential caseload. And, of course, sampling and computer simulation techniques could be used to help estimate the potential caseload that might be added.

(d) Statistics for caseload analysis

Statistics can be developed for any and all possible combinations of variables in the system such as age of head and dependents, family size, education, state of health, sex of family head, length of time on assistance, degree of labour force participation, etc. Such detailed characteristics will permit not only analyses of the existing caseload (i.e. the actual beneficiaries) but also permit analyses of the trends in case composition over time.

Also, once the variable portion of the total caseload has been established, more detailed analysis of its characteristics (and related cost) will be possible.



(e) Statistics for research purposes

Once an inventory of computerized individual case profiles has been established over time, the possibilities for social research will be greatly expanded. Basic statistical tools (such as the creation of time series, coefficients of regression, correlation analysis, and seasonal variations, etc.) can be applied to develop relationships and indicators.

It will be possible to undertake many valuable research analyses such as an enumeration of the reasons for dependency, the effectiveness of social assistance measures in helping to eliminate poverty, or the effect of changing economic conditions (such as increases in unemployment) on the financial assistance caseload.

(f) Statistics for interprovincial comparisons of data

Rather than give examples of possible tables that might be prepared for each type of statistical output listed above, some tables useful in interprovincial comparisons of data have been prepared. These tables are based on the desired input of the proposed system, and thus would be in addition to the output presently requested in the Interim Report of this group to the Federal Provincial Conference of Ministers of Welfare, October 2 and 3, 1969.

It will be appreciated that for either more detailed statistical analysis or model building it would be necessary to have detailed tables, or even full use of copies of master tapes.

For ease in understanding, examples have been prepared in the form of tables; however, if such information were to be made available on an interprovincial basis, one might expect it to be in the form of a computer printout.

TABLE I

## TYPE OF UNIT/UNIT SIZE BY CASELOAD MOVEMENTS: REGULAR ASSISTANCE

TYPE OF UNIT/UNIT SIZE	ACTIVE CASES START OF PERIOD	ACTIVE NEW CASES DURING PERIOD	CASES RE-OPENED DURING PERIOD	CASES CLOSED DURING PERIOD	ACTIVE CASES END OF PERIOD
SINGLE PERSON - MALE					
SINGLE PERSON - FEMALE					
TWO ADULT FAMILY WITH NO DEPENDENT CHILDREN					
TWO ADULT FAMILY WITH ONE DEPENDENT CHILD					
TWO ADULT FAMILY WITH TWO DEPENDENT CHILDREN					
TWO ADULT FAMILY WITH THREE DEPENDENT CHILDREN					
TWO ADULT FAMILY WITH FOUR DEPENDENT CHILDREN					
TWO ADULT FAMILY WITH FIVE + DEPENDENT CHILDREN					
TOTAL TWO ADULT FAMILIES					
ONE ADULT MALE HEADED FAMILY WITH ONE DEPENDENT CHILD					
ONE ADULT MALE HEADED FAMILY WITH TWO DEPENDENT CHILDREN					
ONE ADULT MALE HEADED FAMILY WITH THREE DEPENDENT CHILDREN					
ONE ADULT MALE HEADED FAMILY WITH FOUR DEPENDENT CHILDREN					
ONE ADULT MALE HEADED FAMILY WITH FIVE + DEPENDENT CHILDREN					
TOTAL ONE ADULT MALE HEADED FAMILIES					
ONE ADULT FEMALE HEADED FAMILY WITH ONE DEPENDENT CHILD					
ONE ADULT FEMALE HEADED FAMILY WITH TWO DEPENDENT CHILDREN					
ONE ADULT FEMALE HEADED FAMILY WITH THREE DEPENDENT CHILDREN					
ONE ADULT FEMALE HEADED FAMILY WITH FOUR DEPENDENT CHILDREN					
ONE ADULT FEMALE HEADED FAMILY WITH FIVE + DEPENDENT CHILDREN					
TOTAL ONE ADULT FEMALE HEADED FAMILIES					

TABLE 2

TYPE OF UNIT/AGE OF HEAD OR SINGLE PERSON BY CASELOAD MOVEMENTS: REGULAR ASSISTANCE

TYPE OF UNIT/AGE OF HEAD OR SINGLE PERSON	ACTIVE CASES START OF PERIOD	ACTIVE NEW CASES DURING PERIOD	CASES RE-OPENED DURING PERIOD	CASES CLOSED DURING PERIOD	ACTIVE CASES END OF PERIOD
SINGLE PERSON - MALE UNDER 19 20 - 29 30 - 39 40 - 49 50 - 59 60 - 64 65 + TOTAL					
SINGLE PERSON - FEMALE UNDER 19 20 - 29 30 - 39 40 - 49 50 - 59 60 - 64 65 + TOTAL					
TWO ADULT FAMILY - NO DEPENDENT CHILDREN UNDER 19 20 - 29 30 - 39 40 - 49 50 - 59 60 - 64 65 + TOTAL					
TWO ADULT FAMILY - WITH DEPENDENT CHILDREN UNDER 19 20 - 29 30 - 39 40 - 49 50 - 59 60 - 64 65 + TOTAL					
ONE ADULT MALE HEADED FAMILY UNDER 19 20 - 29 30 - 39 40 - 49 50 - 59 60 - 64 65 + TOTAL					
ONE ADULT FEMALE HEADED FAMILY UNDER 19 20 - 29 30 - 39 40 - 49 50 - 59 60 - 64 65 + TOTAL					

TABLE 3  
LENGTH OF TIME ON ASSISTANCE BY TYPE OF UNIT: REGULAR ASSISTANCE CASES

LENGTH OF TIME (IN MONTHS)	SINGLE PERSON MALE	SINGLE PERSON FEMALE	TWO ADULT FAMILY -- NO DEPENDENT CHILDREN	TWO ADULT FAMILY -- WITH DEPENDENT CHILDREN	ONE ADULT MALE HEADED FAMILY	ONE ADULT FEMALE HEADED FAMILY
UNDER 1 MONTH						
1						
2						
3						
4						
5						
6 - 8						
9 - 11						
12 - 14						
15 - 17						
18 - 20						
21 - 23						
24 - 29						
30 - 35						
36 or over						



TABLE 4

## TYPE OF UNIT/AGE OF HEAD BY SIZE OF UNIT: REGULAR ASSISTANCE CASES

TYPE OF UNIT/AGE OF HEAD OR SINGLE PERSON	UNIT SIZE											
	1	2	3	4	5	6	7	8	9	10	11	12 +
SINGLE PERSON - MALE UNDER 19 20 - 29 30 - 39 40 - 49 50 - 59 60 - 64 65 + TOTAL												
SINGLE PERSON - FEMALE UNDER 19 20 - 29 30 - 39 40 - 49 50 - 59 60 - 64 65 + TOTAL												
TWO ADULT FAMILY - NO DEPENDENT CHILDREN UNDER 19 20 - 29 30 - 39 40 - 49 50 - 59 60 - 64 65 + TOTAL												
TWO ADULT FAMILY - WITH DEPENDENT CHILDREN UNDER 19 20 - 29 30 - 39 40 - 49 50 - 59 60 - 64 65 + TOTAL												
ONE ADULT MALE HEADED FAMILY UNDER 19 20 - 29 30 - 39 40 - 49 50 - 59 60 - 64 65 + TOTAL												
ONE ADULT FEMALE HEADED FAMILY UNDER 19 20 - 29 30 - 39 40 - 49 50 - 59 60 - 64 65 + TOTAL												

Note: Table 4 should be repeated for each of: number of cases, number of days assistance granted during the given time period, and the amount of regular assistance.

**TABLE 5**  
**TYPE OF UNIT/AGE BY EMPLOYMENT: REGULAR ASSISTANCE CASES**

TYPE OF UNIT/AGE	EMPLOYED	UNEMPLOYED						
		Domestic Responsibilities	Retirement	Disability	Undergoing training	Student	Otherwise not available for Empymt.	Available for Empymt.
SINGLE PERSON - MALE UNDER 19 20 - 29 30 - 39 40 - 49 50 - 59 60 - 64 65 + TOTAL								
SINGLE PERSON - FEMALE UNDER 19 20 - 29 30 - 39 40 - 49 50 - 59 60 - 64 65 + TOTAL								
TWO ADULT FAMILY (NO DEPENDENT MALE ADULT UNDER 19 CHILDREN) - 20 - 29 30 - 39 40 - 49 50 - 59 60 - 64 65 + TOTAL								
TWO ADULT FAMILY (NO INDEPENDENT FEMALE ADULT UNDER 19 CHILDREN) - 20 - 29 30 - 39 40 - 49 50 - 59 60 - 64 65 + TOTAL								
TWO ADULT FAMILY (WITH DEPENDENT MALE ADULT UNDER 19 CHILDREN) - 20 - 29 30 - 39 40 - 49 50 - 59 60 - 64 65 + TOTAL								
TWO ADULT FAMILY (WITH DEPENDENT FEMALE ADULT UNDER 19 CHILDREN) - 20 - 29 30 - 39 40 - 49 50 - 59 60 - 64 65 + TOTAL								
ONE ADULT MALE HEADED FAMILY UNDER 19 20 - 29 30 - 39 40 - 49 50 - 59 60 - 64 65 + TOTAL								
ONE ADULT FEMALE HEADED FAMILY UNDER 19 20 - 29 30 - 39 40 - 49 50 - 59 60 - 64 65 + TOTAL								

Note: Separate tables should be prepared for both (a) Employable Persons and (b) Unemployable Persons. For each of these one requires the number of cases, the number of beneficiaries, the number of days assistance granted the given time period, and the amount of regular assistance.

TABLE 6  
AGE/SEX BY MARITAL STATUS: REGULAR ASSISTANCE

AGE/SEX	BACHELOR/ SPINSTER	MARRIED	WIDOWED	LEGALLY SEPARATED	SEPARATED IN FACT	DESERTED	DIVORCED	LIVING AS MARRIED	
								YES	NO
MALE									
UNDER 19									
20 - 29									
30 - 39									
40 - 49									
50 - 59									
60 - 64									
65 +									
TOTAL									
FEMALE									
UNDER 19									
20 - 29									
30 - 39									
40 - 49									
50 - 59									
60 - 64									
65 +									
TOTAL									

Note: Table 6 Should be repeated for each of: the number of heads, the number of spouses, the number of single persons.

TABLE 7

## TYPE OF UNIT/EMPLOYMENT BY LENGTH OF TIME ON ASSISTANCE: REGULAR ASSISTANCE CASES

TYPE OF UNIT/EMPLOYMENT	LENGTH OF TIME ON ASSISTANCE (In months)															
	Under 1 month	1	2	3	4	5	6-8	9-11	12- 14	15- 17	18- 20	21- 23	24- 29	30- 35	36 or over	
SINGLE PERSON - MALE EMPLOYED UNEMPLOYED - DOMESTIC RESPONSIBILITIES RETIREMENT DISABILITY UNDERGOING TRAINING STUDENT OTHERWISE NOT AVAILABLE FOR EMPLOYMENT AVAILABLE FOR EMPLOYMT.																
SINGLE PERSON - FEMALE EMPLOYED UNEMPLOYED - DOMESTIC RESPONSIBILITIES RETIREMENT DISABILITY UNDERGOING TRAINING STUDENT OTHERWISE NOT AVAILABLE FOR EMPLOYMENT AVAILABLE FOR EMPLOYMT.																
TWO ADULT FAMILY -(NO Dependent Children) MALE ADULT EMPLOYED UNEMPLOYED - DOMESTIC RESPONSIBILITIES RETIREMENT DISABILITY UNDERGOING TRAINING STUDENT OTHERWISE NOT AVAILABLE FOR EMPLOYMENT AVAILABLE FOR EMPLOYMT.																
TWO ADULT FAMILY - (NO Dependent Children) FEMALE ADULT EMPLOYED UNEMPLOYED - DOMESTIC RESPONSIBILITIES RETIREMENT DISABILITY UNDERGOING TRAINING STUDENT OTHERWISE NOT AVAILABLE FOR EMPLOYMENT AVAILABLE FOR EMPLOYMT.																
TWO ADULT FAMILY -(WITH Dependent Children) MALE ADULT EMPLOYED UNEMPLOYED - DOMESTIC RESPONSIBILITIES RETIREMENT DISABILITY UNDERGOING TRAINING STUDENT OTHERWISE NOT AVAILABLE FOR EMPLOYMENT AVAILABLE FOR EMPLOYMT.																
TWO ADULT FAMILY - (WITH Dependent Children) FEMALE ADULT EMPLOYED UNEMPLOYED - DOMESTIC RESPONSIBILITIES RETIREMENT DISABILITY UNDERGOING TRAINING STUDENT OTHERWISE NOT AVAILABLE FOR EMPLOYMENT AVAILABLE FOR EMPLOYMT.																
ONE ADULT MALE HEADED FAMILY EMPLOYED UNEMPLOYED - DOMESTIC RESPONSIBILITIES RETIREMENT DISABILITY UNDERGOING TRAINING STUDENT OTHERWISE NOT AVAILABLE FOR EMPLOYMENT AVAILABLE FOR EMPLOYMT.																
ONE ADULT FEMALE HEADED FAMILY EMPLOYED UNEMPLOYED - DOMESTIC RESPONSIBILITIES RETIREMENT DISABILITY UNDERGOING TRAINING STUDENT OTHERWISE NOT AVAILABLE FOR EMPLOYMENT AVAILABLE FOR EMPLOYMT.																

Note: Table 7 should be repeated for the number of employable persons and for the number of unemployable persons.



**TABLE 8**  
**TYPE OF UNIT/UNIT SIZE BY MONTHLY BUDGETARY COMPONENTS: REGULAR ASSISTANCE CASES**

TYPE OF UNIT/UNIT SIZE	FOOD, PERSONAL NEEDS, CLOTHING	SHELTER	FUEL	UTILITIES	HOUSE- HOLD SUPPLIES	TOTAL BUDGE- TARY NEED	REDUCTION BECAUSE OF INCOME *	REDUCTION BECAUSE OF TOTAL MAXIMUM ALLOWANCE*	NET PAYMENT*
SINGLE PERSON - MALE									
SINGLE PERSON - FEMALE									
TWO ADULT FAMILY WITH NO DEPENDENT CHILDREN									
TWO ADULT FAMILY WITH ONE DEPENDENT CHILD									
TWO ADULT FAMILY WITH TWO DEPENDENT CHILDREN									
TWO ADULT FAMILY WITH THREE DEPENDENT CHILDREN									
TWO ADULT FAMILY WITH FOUR DEPENDENT CHILDREN									
TWO ADULT FAMILY WITH FIVE + DEPENDENT CHILDREN									
TOTAL TWO ADULT FAMILIES									
ONE ADULT MALE HEADED FAMILY WITH ONE DEPENDENT CHILD									
ONE ADULT MALE HEADED FAMILY WITH TWO DEPENDENT CHILDREN									
ONE ADULT MALE HEADED FAMILY WITH THREE DEPENDENT CHILDREN									
ONE ADULT MALE HEADED FAMILY WITH FOUR DEPENDENT CHILDREN									
ONE ADULT MALE HEADED FAMILY WITH FIVE + DEPENDENT CHILDREN									
TOTAL ONE ADULT MALE HEADED FAMILIES									
ONE ADULT FEMALE HEADED FAMILY WITH ONE DEPENDENT CHILD									
ONE ADULT FEMALE HEADED FAMILY WITH TWO DEPENDENT CHILDREN									
ONE ADULT FEMALE HEADED FAMILY WITH THREE DEPENDENT CHILDREN									
ONE ADULT FEMALE HEADED FAMILY WITH FOUR DEPENDENT CHILDREN									
ONE ADULT FEMALE HEADED FAMILY WITH FIVE + DEPENDENT CHILDREN									
TOTAL ONE ADULT FEMALE HEADED FAMILIES									

Note: Table 8 should be repeated for each of: the number of cases, total dollar amounts, and the mean dollar amount (total dollar amount divided by the number of cases).

\* Since budgetary components are requested on a monthly basis, columns marked with an asterisk should have dollar amounts adjusted to a monthly basis. Accordingly, the total net payment figure will not necessarily be the same as the amount actually granted during the month.

**TABLE 9**  
**TYPE OF UNIT/UNIT SIZE BY SOURCE OF INCOME\*: REGULAR ASSISTANCE**

TYPE OF UNIT/UNIT SIZE	Employ- ment	Rental Income- Boarders	Rental Income- Other	Private Pension or Annuity	Other Non- Gov't Payment	OAS	GIS	UIC	CPP/ Qpp	DVA	OTADPA	BPA	Workmen's Compen- sation	Other Provincial Transfer Payment	Foreign Gov't Trans. Paymt.
SINGLE PERSON - MALE															
SINGLE PERSON - FEMALE															
TWO ADULT FAMILY WITH NO DEPENDENT CHILDREN															
TWO ADULT FAMILY WITH ONE DEPENDENT CHILD															
TWO ADULT FAMILY WITH TWO DEPENDENT CHILDREN															
TWO ADULT FAMILY WITH THREE DEPENDENT CHILDREN															
TWO ADULT FAMILY WITH FOUR DEPENDENT CHILDREN															
TWO ADULT FAMILY WITH FIVE + DEPENDENT CHILDREN															
TOTAL TWO ADULT FAMILIES															
ONE ADULT MALE HEADED FAMILY WITH ONE DEPENDENT CHILD															
ONE ADULT MALE HEADED FAMILY WITH TWO DEPENDENT CHILDREN															
ONE ADULT MALE HEADED FAMILY WITH THREE DEPENDENT CHILDREN															
ONE ADULT MALE HEADED FAMILY WITH FOUR DEPENDENT CHILDREN															
ONE ADULT MALE HEADED FAMILY WITH FIVE + DEPENDENT CHILDREN															
TOTAL ONE ADULT MALE HEADED FAMILIES															
ONE ADULT FEMALE HEADED FAMILY WITH ONE DEPENDENT CHILD															
ONE ADULT FEMALE HEADED FAMILY WITH TWO DEPENDENT CHILDREN															
ONE ADULT FEMALE HEADED FAMILY WITH THREE DEPENDENT CHILDREN															
ONE ADULT FEMALE HEADED FAMILY WITH FOUR DEPENDENT CHILDREN															
ONE ADULT FEMALE HEADED FAMILY WITH FIVE + DEPENDENT CHILDREN															
TOTAL ONE ADULT FEMALE HEADED FAMILIES															

Note: Table 9 should be repeated for each of: the number of cases, total dollar amounts, and the mean dollar amount (total dollar amount divided by the number of cases).

\* Since budgetary components were requested on a monthly basis in Table 8, amounts of income should be adjusted to a monthly basis.

**TABLE 10**  
**TYPE OF UNIT/ECONOMIC REGION \*\* BY MONTHLY BUDGETARY COMPONENTS: REGULAR ASSISTANCE**

TYPE OF UNIT/ECONOMIC REGION	FOOD, PERSONAL NEEDS, CLOTHING	SHELTER	FUEL	UTILITIES	HOUSE- HOLD SUPPLIES	TOTAL BUDGETARY NEED	RE- DUCTION BECAUSE OF INCOME <sup>*</sup>	REDUCTION BECAUSE OF TOTAL MAXIMUM ALLOWANCE <sup>*</sup>	NET PAYMENT <sup>*</sup>
SINGLE PERSON - MALE									
ECONOMIC REGION X									
ECONOMIC REGION Y									
ECONOMIC REGION Z									
SINGLE PERSON - FEMALE									
ECONOMIC REGION X									
ECONOMIC REGION Y									
ECONOMIC REGION Z									
TWO ADULT FAMILY - NO DEPENDENT CHILDREN									
ECONOMIC REGION X									
ECONOMIC REGION Y									
ECONOMIC REGION Z									
TWO ADULT FAMILY - WITH DEPENDENT CHILDREN									
ECONOMIC REGION X									
ECONOMIC REGION Y									
ECONOMIC REGION Z									
ONE ADULT MALE HEADED FAMILY									
ECONOMIC REGION X									
ECONOMIC REGION Y									
ECONOMIC REGION Z									
ONE ADULT FEMALE HEADED FAMILY									
ECONOMIC REGION X									
ECONOMIC REGION Y									
ECONOMIC REGION Z									

Note: Table 10 should be repeated for each of: number of cases, number of beneficiaries, total dollar amounts, and the mean dollar amount (total dollar amount divided by the number of cases).

\* Since budgetary components are requested on a monthly basis, columns marked with an asterisk should have dollar amounts adjusted to a monthly basis. Accordingly, the total net payment figure will not necessarily be the same as the amount actually granted during the month.

\*\* As provincially defined.



**TABLE 11**  
**TYPE OF UNIT/ECONOMIC REGION \*\* BY SOURCE OF INCOME \*: REGULAR ASSISTANCE**

TYPE OF UNIT/ECONOMIC REGION	EMPLOY- MENT	RENTAL INCOME, BOAR- DERS	RENTAL INCOME, OTHER	PRIV. PENSION OR ANN'Y.	OTHER NON- GOV'T. PAYMENT	OAS.	GIS	UIC	CPP/ QPP	DVA	OTA	DPA	BPA	WORKMEN'S COMPEN- SATION	OTHER PROV. TRANSFER PAYMENT	FOREIGN GOVERNMENT TRANSFER PAYMENT
SINGLE PERSON - MALE																
ECONOMIC REGION X																
ECONOMIC REGION Y																
ECONOMIC REGION Z																
SINGLE PERSON - FEMALE																
ECONOMIC REGION X																
ECONOMIC REGION Y																
ECONOMIC REGION Z																
TWO ADULT FAMILY - NO DEPENDENT CHILDREN																
ECONOMIC REGION X																
ECONOMIC REGION Y																
ECONOMIC REGION Z																
TWO ADULT FAMILY - WITH DEPENDENT CHILDREN																
ECONOMIC REGION X																
ECONOMIC REGION Y																
ECONOMIC REGION Z																
ONE ADULT MALE HEADED FAMILY																
ECONOMIC REGION X																
ECONOMIC REGION Y																
ECONOMIC REGION Z																
ONE ADULT FEMALE HEADED FAMILY																
ECONOMIC REGION X																
ECONOMIC REGION Y																
ECONOMIC REGION Z																

Note: Table 11 should be repeated for each of: number of cases, number of beneficiaries, total dollar amounts, and the mean dollar amount (total dollar amount divided by the number of cases).

\* Since budgetary components were requested on a monthly basis in Table 10, amounts of income should be adjusted to a monthly basis.

\*\* As provincially defined.



TABLE 12  
UNIT TYPE/UNIT SIZE BY SPECIAL NEEDS

UNIT TYPE/UNIT SIZE BY SPECIAL NEEDS		REGULAR NEEDS	SPECIAL NEEDS							OTHER *
TYPE OF UNIT/UNIT SIZE		TOTAL AMOUNT (WHERE APPLICABLE)	FUNERALS AND BURIALS	FOOD SUPPLEMENT	SHELTER SUPPLEMENT	DRUGS	PROSTHETIC APPLIANCES	OPTICAL SERVICES	DENTAL SERVICES	OTHER *
SINGLE PERSON - MALE										
SINGLE PERSON - FEMALE										
TWO ADULT FAMILY WITH NO DEPENDENT CHILDREN										
TWO ADULT FAMILY WITH ONE DEPENDENT CHILD										
TWO ADULT FAMILY WITH TWO DEPENDENT CHILDREN										
TWO ADULT FAMILY WITH THREE DEPENDENT CHILDREN										
TWO ADULT FAMILY WITH FOUR DEPENDENT CHILDREN										
TWO ADULT FAMILY WITH FIVE + DEPENDENT CHILDREN										
TOTAL TWO ADULT FAMILIES										
ONE ADULT MALE HEADED FAMILY WITH ONE DEPENDENT CHILD										
ONE ADULT MALE HEADED FAMILY WITH TWO DEPENDENT CHILDREN										
ONE ADULT MALE HEADED FAMILY WITH THREE DEPENDENT CHILDREN										
ONE ADULT MALE HEADED FAMILY WITH FOUR DEPENDENT CHILDREN										
ONE ADULT MALE HEADED FAMILY WITH FIVE + DEPENDENT CHILDREN										
TOTAL ONE ADULT MALE HEADED FAMILIES										
ONE ADULT FEMALE HEADED FAMILY WITH ONE DEPENDENT CHILD										
ONE ADULT FEMALE HEADED FAMILY WITH TWO DEPENDENT CHILDREN										
ONE ADULT FEMALE HEADED FAMILY WITH THREE DEPENDENT CHILDREN										
ONE ADULT FEMALE HEADED FAMILY WITH FOUR DEPENDENT CHILDREN										
ONE ADULT FEMALE HEADED FAMILY WITH FIVE + DEPENDENT CHILDREN										
TOTAL ONE ADULT FEMALE HEADED FAMILIES										

Note: Separate tables should be prepared for (a) cases which receive both special assistance and regular assistance, and (b) for cases in receipt of special assistance only. For (a) and (b), both the number of cases and the amount of assistance is required.

\* Categories of special needs will vary with provincial legislation; each such category should be reported separately.

TABLE 13  
TYPE OF UNIT/ECONOMIC REGION \*\* BY SPECIAL NEEDS

TYPE OF UNIT/ECONOMIC REGION	REGULAR NEEDS	SPECIAL NEEDS							
	TOTAL AMOUNT. (WHERE APPLICABLE)	FUNE- RAIS AND BURIALS	FOOD SUPPLEMENT	SHELTER SUPPLEMENT	DRUGS	PROSTHETIC APPLIANCES	OPTICAL SERVICES	DENTAL SERVICES	OTHER*
SINGLE PERSON - MALE									
ECONOMIC REGION X									
ECONOMIC REGION Y									
ECONOMIC REGION Z									
SINGLE PERSON - FEMALE									
ECONOMIC REGION X									
ECONOMIC REGION Y									
ECONOMIC REGION Z									
TWO ADULT FAMILY - NO DEPENDENT CHILDREN									
ECONOMIC REGION X									
ECONOMIC REGION Y									
ECONOMIC REGION Z									
TWO ADULT FAMILY - WITH DEPENDENT CHILDREN									
ECONOMIC REGION X									
ECONOMIC REGION Y									
ECONOMIC REGION Z									
ONE ADULT MALE HEADED FAMILY									
ECONOMIC REGION X									
ECONOMIC REGION Y									
ECONOMIC REGION Z									
ONE ADULT FEMALE HEADED FAMILY									
ECONOMIC REGION X									
ECONOMIC REGION Y									
ECONOMIC REGION Z									

Note: Separate tables should be prepared for (a) cases which receive both special assistance and regular assistance, and (b) for cases in receipt of special assistance only.  
For (a) and (b), both the number of cases and the amount of assistance is required.

\* Categories of special needs will vary with provincial legislation; each such category should be reported separately.

\*\* As provincially defined.

TABLE 14  
TYPE OF UNIT/AGE OF HEAD BY SPECIAL NEEDS

TYPE OF UNIT/AGE OF HEAD	REGULAR NEEDS		SPECIAL NEEDS							OTHER
	TOTAL AMOUNT (WHERE APPLICABLE)	FUNE- RAIS & BURIALS	FOOD SUPPLE- MENT	SHELTER SUPPLE- MENT	DRUGS	PROS- THETIC APPL.	OPTICAL SER- VICES	DENTAL SER- VICES		
SINGLE PERSON - MALE										
UNDER 19										
20 - 29										
30 - 39										
40 - 49										
50 - 59										
60 - 64										
65 +										
TOTAL										
SINGLE PERSON - FEMALE										
UNDER 19										
20 - 29										
30 - 39										
40 - 49										
50 - 59										
60 - 64										
65 +										
TOTAL										
TWO ADULT FAMILY - NO DEPENDENT CHILDREN										
UNDER 19										
20 - 29										
30 - 39										
40 - 49										
50 - 59										
60 - 64										
65 +										
TOTAL										
TWO ADULT FAMILY - WITH DEPENDENT CHILDREN										
UNDER 19										
20 - 29										
30 - 39										
40 - 49										
50 - 59										
60 - 64										
65 +										
TOTAL										
ONE ADULT MALE HEADED FAMILY										
UNDER 19										
20 - 29										
30 - 39										
40 - 49										
50 - 59										
60 - 64										
65 +										
TOTAL										
ONE ADULT FEMALE HEADED FAMILY										
UNDER 19										
20 - 29										
30 - 39										
40 - 49										
50 - 59										
60 - 64										
65 +										
TOTAL										

Note: Separate tables should be prepared for (a) cases which receive both special assistance and regular assistance, and (b) for cases in receipt of special assistance only. For (a) and (b), both the number of cases and the amount of assistance is required.

\* Categories of special needs will vary with provincial legislation; each such category should be reported separately.



## APPENDIX A

### THE QUEBEC SYSTEM

Bill 26, The Social Aid Act of Quebec, consolidates into one general law various social assistance statutes previously administered individually. The Act provides that all forms of financial assistance at home shall be administered and paid by one agency, the Department of Family and Social Welfare of Quebec. There is one exception to this provision in that the City of Montreal will provide these services for its residents but will report using forms and procedures similar to those of the Department. Benefits are payable to either a family unit, consisting of the head of the family, the spouse, if any, and any dependent children, or to an individual. With the exception of single children who regularly and principally provide for the needs of the family (and are treated as the family head) no adult other than the spouse is considered a family member for benefit purposes.

A new administrative system has been designed to implement the provisions of this Act. When operational, this system will (by means of procedure manuals, standard forms, and a centrally located computer system) provide for uniform, accurate and timely information on all aspects of case administration. At the same time, a network of local offices will ensure that personal contact, individual consideration and prompt service is provided to each applicant for assistance. In summary, the Quebec system will provide complete information for management of the individual cases, and data for financial and statistical analysis at all managerial levels.

#### ADMINISTRATIVE STRUCTURE

Social assistance, both for ordinary and special needs of an individual or a family unit, is provided by the Department through a system of local offices staffed by members of the Department. The province is divided geographically into ten regions, each of which contains several local offices. Each local office serves the local population within an area determined by population density. The local area is also divided geographically, each Social Aid Officer (case worker) being responsible for a specific geographic zone and, hence, caseload. The zones are grouped into social aid units of up to ten workers reporting to a unit supervisor. In addition to one or more social aid units, administrative support is provided by an administrative unit in each local office.

This system permits the social aid officer to make the initial decision as to eligibility on each case. This decision is, in all cases, subject to review and approval by the unit supervisor. Further, the amount of special assistance that can be granted by a local office is limited. Requirements in excess of these amounts can only be granted by the Regional Office or by Order-in-Council.

Applicants or recipients who are dissatisfied with the decision of the local office may request a revision of their case at the regional office level. If still dissatisfied, the decision of the regional office may be referred to the Social Aid Appeal Board. Uniform case treatment between offices is ensured by means of computer-produced audit listings of discrepancies or anomalies. Initially, most of the 75 local offices will be without staff specialists. Specialist assistance in such areas as social assistance, population and family matters, and personnel administration will be available from the regional offices when required.



## ROLE OF THE COMPUTER

The computer is an integral part of the Quebec System. Although the social aid officer determines eligibility for, and amount of assistance, detailed information on each case is sent to the central office. All cases clearly within the competence of local authorities are referred directly from the local office to central office. Only cases beyond the authority of the local office are referred through the regional offices.

The detailed information on each case is used to create individual case records within the computer system. From these records a variety of reports are produced, ranging from individual case documents, such as regular assistance cheques and index cards, through caseload analysis for the local or regional office, to statistical or financial reports on the entire caseload.

## INPUT TO THE SYSTEM

Input to the computer system is prepared by the social aid officer on every request for financial assistance whether it be for special needs or for regular assistance. Even when the request is denied, the case is reported to the central office so that complete information is available on all applicants. The information reported on each type of case is shown in the attached chart, Exhibit I. Exhibit II illustrates the flow of information through the system. The following description of the purpose and construction of these forms will be of assistance when referring to the exhibits.

### 1. Application for Social Aid

There are two versions of this form. One, a three-part set used by the local office, is completed and signed by the applicant, with guidance from the social aid officer, on every application for assistance. All information required to make a decision on the request is included on this form. Distribution of the form is as follows:

Original	- to the central office as input to the computer system
First copy	- to the local office case file
Second copy	- to the client (with a brief explanation of the Act).

A second version of this form is a two-part continuous form produced by the central office computer. Both copies of the form are returned to the local office for verification of the information stored in the central data bank on that case. In the event of differences in the information recorded at the central office and that recorded on the original application, the social aid officer indicates the discrepancies on the original copy and sends it back to central office for adjustment. A similar procedure is used to make changes in the records as basic information on the case is developed or changed.

The second copy of this version of the form is retained in the local case file as a verification of the information recorded by the computer.

### 2. Decision Sheet

This is a two-part set completed by the social aid officer to record the decision made on each case. The original is sent to central office as input to the computer system, while the copy is retained in the local file.

A continuous version of the same form is used by the central office. This version is prepared in duplicate by the computer and is distributed in the same manner as the Application for Social Aid. The original of this form serves as input to record any subsequent change in the information recorded.

### 3. Payment of Immediate Assistance

If the applicant requires immediate or special financial assistance, this form serves to record the details concerning the type of assistance and to make the actual payment. The form, including the cheque, is prepared in the local office. The cheque is given to the client, and the remainder of the original copy is sent to the central office to record the transaction on the computer file. A copy of the form is retained in the local case file.

The form is used to make any of the following types of payment:

- (a) To replace a lost or stolen cheque
- (b) To replace a cancelled cheque
- (c) To make the first payment on Regular Assistance, if necessary
- (d) To make a single payment of Regular Assistance
- (e) To make retroactive payments
- (f) To refund any excess paid by a beneficiary on a reimbursement case
- (g) To make any payment of special assistance which cannot be included in Regular Assistance.

### 4. Refusal of Special Assistance

This form is similar to the preceding form but does not include a cheque. It is completed to record any refusal of special assistance. The original form is sent to the central office and the duplicate retained in the local office file.

### 5. Return to Normal Life

This form is a multiple-part set designed for use on those cases where the applicant is considered to be employable. This form will not be completed on those cases where the applicant was found to be over-age, disabled or otherwise unemployable.

The form is completed, where required, after the social aid officer has finished initial documentation. Since much of the information requires detailed knowledge of occupational and industrial titles, coding of this information is done in the central office.

The copy of the form for use in the social agency contains a special section for use in referral and follow-up procedures. Each time there is a change in status (a placement decision or a closing of the case, etc.), a photocopy of the follow-up form is sent to the central office for computer use and statistics.

Initial distribution of the form is as follows:

Central Office - for computer input

Local Office

Social Agency - for assessment and placement

Quebec Manpower Centre, Canada Manpower Centre

Unemployment Insurance Commission

A two-part version of the form is printed by the computer and copies are sent to the local office and to the social agency.

#### OUTPUT

In addition to all output required for effective administration and control of the individual cases, the output from the Quebec System also includes a complete range of statistical and financial reports. Certain reports will be produced on a regularly scheduled basis. The system also has the capability to produce any desired analysis of the available data on a request basis, due to the wide range of data stored on an individual case within the computer system. A more detailed description of the scheduled output is shown in Exhibit II.

# EXHIBIT ONE: CONTENTS OF MASTER RECORD

## 1. FILE IDENTIFICATION AND CASE DECISION DATA

FIELD NAME	INFORMATION SOURCE					INFORMATION APPLIES TO				CODING STRUCTURE	REMARKS
	1 Application	2 Decision Sheet	4C Immediate Aid Cheque Issued	4F Immediate Aid Refused	3 Return to Normal Life	1 Head or Single Person	2 Spouse	3 Each Child	4 Entire File		
1. File Number	X	X	X	X	X				X	Alpha numeric to identify former public assistance or categorical cases	On new cases number blocks are allocated to each office and can be used to identify office of origin
2. Case Worker	X	X	X	X					X	Numeric	Maintained for current status
3. Office Number	X	X	X	X					X	Numeric	Same as 1.2
4. Transaction Accepted		X							X	New Case 1 Extension 2 Reinstatement 3 Increase 4 Decrease 5 Cancellation 6 Other Change 7	
5. Transaction Refused		X							X	Same coding as Field 1.4	
6. Level of Acceptance		X							X	Regional Office 1 Appeal Board 2	
7. Level of Refusal		X							X	Same coding as Field 1.6	
8. Legal Reason for Consideration		X							X	Without Means of Subsistence 1 Preventive Special 2 All Needs 3 Extension-Readjustment 4	



FIELD NAME	INFORMATION SOURCE					INFORMATION APPLIES TO				CODING STRUCTURE	REMARKS	
	1	2	4C	4F	3	1	2	3	4			
1.												
.9 Reason for Acceptance		X									1 Occupational Insufficient Income 1 Unemployment 2 Aged 60 or more 3 Other Reason 4  2 Physical Condition Normal 1 Accident at Work 2 Sick 3 Physical Disability 4 Mental Disability 5  3 Family Situation Spouse Present 1 Spouse Deceased 2 Desertion 3 Hospital or Sanitorium 4 Prison 5 Separated or Divorced 6 Unmarried 7 Mother 7	
.10 Reason for Refusal or Decrease		X		X					X	Value of Assets 1 Return to Work 2 Return of Spouse 3 Sufficient Income 4 False Declaration 5 Death 6 Other 7 Need not foreseen in the Law 8	Form 4R only	
.11 Effective Date	X	X							X	Day/Month/Year	Date first decision is effective or effective date of last transaction	
.12 Date of last regular payment or next Review of Case		X							X			
.13 Date Form Completed	X	X	X	X	X				X	Day/Month/Year		
.14 Loan Assistance Date Due or Date of First Payment		X							X	Day/Month/Year Full loan 1 Partial loan 2	Due date of first loan repayment	

FIELD NAME	INFORMATION SOURCE					INFORMATION APPLIES TO				CODING STRUCTURE	REMARKS	
	1	2	4C	4F	3	1	2	3	4			
1.												
.15 Case Summary		x							x	Total Assets 1 Total Net Income 2 Total Ordinary Needs 3 Total Special Needs 4 Deficit or Surplus 5 Amount of Aid Granted 6 Date of Cheque* 7 Date of Last Cheque or Next Follow-up* 8 * Month and Year only	Exclude non-chargeable items according to schedule All amounts to nearest dollar except amt of aid which includes cents but excludes immediate aid Amount of aid must equal cheque totals of Field 2	
.16 Language of Communication	x					x				French 1 Other 2		
2. Cheque Recipient												
. 1 Name		x	x						x	Alpha - Surname First		
. 2 Address		x							x			
. 3 Amount of Cheque		x							x	Dollars and Cents	Total = Amt of Aid granted	
. 4 Status of Recipient		x							x	Head of Family 1 Spouse 2 Child 3 Relative 4 Private Administrator 5 Public " 6 Eskimo Affairs Office 7 Indian Affairs Office 8	All four fields are duplicated to permit dividing the monthly payment	
3. Personal Data												
. 1 Name	x	x	x	x	x	x	x	x	x	Mr. Mrs. Surname, Miss Given Name Maiden Name, if applicable Children, given name only	Names of spouse and all children are given only on application form. The name of the applicant and spouse are given on the Return to Normal Life form.	

FIELD NAME	INFORMATION SOURCE					INFORMATION APPLIES TO				CODING STRUCTURE	REMARKS
	1	2	4C	4F	3	1	2	3	4		
3.											
. 2 Address	x	x							x	Number, Street, City, Postal Zone	Address of Spouse given only if different from Head
. 3 Social Insurance Number	x				x	x					
. 4 Applicant's Geographic Code	x				x		x		x	Numeric	Return to Life Form uses municipal code Assigned mechanically
. 5 Legal Marital Status	x				*	x	x	x		Single Married Widow/Widower Legally Separated Separated in Fact Divorced	1 Indicates legal status as distinct from actual status 2 3 4 5 * Applies to applicant only on Return to Life Form 6
. 6 Actual Status	x					x	x			Living as Man & Wife	1
. 7 Sex	x				x	x	x	x		Male Female	1 Applicant only on Return to Life Form 2
. 8 Date of Birth	x				x	x	x	x		Day/Month/Year	Children on Return to Life Form are grouped 0 - 9 10 - 15 16 & over
. 9 Birthplace	x					x	x			Indian Eskimo Quebec Canada outside Que outside Canada	1 2 3 4 5
.10 Education					x	x				Number of years schooling completed with success	
.11 Secondary School Diploma or Trade Certificate Granted					x	x				Yes No	1 2

FIELD NAME	INFORMATION SOURCE					INFORMATION APPLIES TO				CODING STRUCTURE	REMARKS	
	1	2	4C	4F	3	1	2	3	4			
3.												
.12 Accommodation	X					X	X				Spouse shares home Lives in Own Home Rents Room only Room & Board Mental Hospital Hospital or sanatorium Prison No Regular Domicile	1 2 3 4 5 6 7 8 9 If spouse is not Code 1, a separate breakdown is required
.13 Number of Rooms	X								X		Numeric	
.14 Working at Present					X	X					No Less than 10 hrs/wk 10-30 hrs/wk More than 30 hrs/wk	1 2 3 4
.15 Employment History					X	X					Trade Industry Position Duration in Months Salary/Wk - nearest \$ Reason for Leaving	xxx xxx xxx xxx xxx xxx Fields repeat to cover last 3 positions held xxx -- coded in Central Office from dictionary of occupational title U.S. Dept. of Labour
.16 Future Employment Status		X				X					Impossible-Permanent Disability Possible Likely Date of Return Day/Mo/Year Assured at End of Disability Return not Recommended	1 2 3 4
.17 State of Health	X					X	X				Able to work Blind Deaf-Mute Amputee Mental Disorder Temporary Disability Permanent Disability	1 2 3 4 5 6 7
4. Declared Assets												
.1 Net Value of Movable Goods	X								X		Amount to nearest dollar in all cases	



FIELD NAME	INFORMATION SOURCE					INFORMATION APPLIES TO				CODING STRUCTURE	REMARKS
	1	2	4C	4F	3	1	2	3	4		
4.											
.2 Net Value of Real Estate	X								X	Amount to nearest dollar in all cases	Values shown Exclude 1. Real Estate .1 House & Land used as residence up to \$8,000 .2 Assets required by Farmer or other self-employed in pursuit of occupation
.3 Net Value of Movable Goods Sold in Last 3 Years	X								X		.2 Assets required by Farmer or other self-employed in pursuit of occupation
.4 Net Value of Real Estate Sold in Last 3 Years	X								X		
Liquid Assets											2. Movable Assets
.5 Cash	X								X		.1 Assets non-seizable by Article 522 of Civil Code
.6 Bank Deposits	X								X		.2 Capital for an Annuity
.7 Other Deposits	X								X		.3 Tools required for employment up to \$1,000
.8 Bonds and Stocks	X								X		.4 Automobile up to \$1,000
.9 Other Liquid Assets	X								X		.5 Cash Surrender Value of Life Insurance up to \$1,000 face amount
											.6 Goods, which if converted to cash immediately, would cause a loss in excess of 1/3 of their market value.
5. Debts											
.1 Mortgage	X				X				X	Amount to nearest dollar	
.2 Other Debts	X				X				X		

FIELD NAME	INFORMATION SOURCE					INFORMATION APPLIES TO				CODING STRUCTURE	REMARKS
	1	2	4C	4F	3	1	2	3	4		
6. Obligation for Support											
.1 Obligation Exists	X					X	X			Yes 1	
.2 Recourse Possible	X					X	X			Yes 1 No 2	
.3 Legal Spouse Exists	X					X	X			Yes 1	
.4 Recourse Possible	X					X	X			Yes 1 No 2	
7. Family Income											
.1 Wages or Salary	X								X		Net figures
.2 Tips	X								X		Exclude: Family Allowance Youth Allowance Occasional Gifts Allowances from Charitable Institutions
.3 Bonus or Commission	X								X		
.4 Net Income From a Business Farm or Self-Employed Person	X								X	Net Monthly Amounts in all cases	
.5 Net Income from Roomers (less 40%)	X								X	See item 163	
.6 Net Income from Boarders (less 60%)	X								X		
.7 Other Rents (Net)	X								X		
.8 Support Payments	X								X		
.9 Value of Farm Products Consumed	X								X		
.10 Pensions or Annuities	X								X		
.11 Unemployment Insurance Benefits	X								X		

FIELD NAME	INFORMATION SOURCE					INFORMATION APPLIES TO				CODING STRUCTURE	REMARKS
	1	2	4C	4F	3	1	2	3	4		
7.											
.12 Workmen's Compensation Benefits	x									x	
.13 Old Age Assistance	x									x	
.14 Canada or Quebec Pension Plan	x									x	Show amount plus code to indicate .1 Retirement .2 Disability .3 Widow's .4 Orphan's
.15 War Veteran's Allowance	x									x	
.16 Veteran's Allowance to Widows and Orphans	x									x	
.17 Veteran's Retirement Pension	x									x	
.18 Armed Forces Assigned Pay and Allowance	x									x	
.19 Education or Training Allowance	x									x	
.20 Other Income	x									x	
8. Ordinary Needs											
. 1 Food, Clothing, Personal and Household Needs	x									x	Net monthly amounts in all cases
. 2 Total cost of accommodation or Room and Board	x									x	For homeowners this includes mortgage, taxes, insurance and \$10 monthly maintenance

FIELD NAME	INFORMATION SOURCE					INFORMATION APPLIES TO				CODING STRUCTURE	REMARKS
	1	2	4C	4F	3	1	2	3	4		
8.											
. 3 Heating Expense	x								x	Average monthly amounts in all cases	
. 4 Electricity Expense	x								x		
. 5 Gas Expense	x								x		
. 6 Other	x								x		
9. Special Needs of a Repetitive Nature											
. 1 Special Diet	x								x	Additional monthly cost	
. 2 Shelter Supplement	x								x	Additional monthly allowance	Difference between actual cost and regular allowance
. 3 Room and Board Supplement	x								x		do
. 4 Prescribed Drugs	x								x	Monthly amount granted	
. 5 Home Assistance	x								x	do	Homemaker
. 6 Transportation for medical treatment	x								x	do	
. 7 Transportation for visit to Patient	x								x	do	
. 8 Home Nursing	x								x	do	Nurse, Sickroom Attendant, etc.
. 9 Transportation to Find Work	x								x	do	
.10 Employment Expenses	x								x	do	Permits, licence insurance related to employment
.11 Equipment Expenses	x								x		Purchase, rental or repair of equipment required for employment



FIELD NAME	INFORMATION SOURCE					INFORMATION APPLIES TO				CODING STRUCTURE	REMARKS
	1	2	4C	4F	3	1	2	3	4		
9.											
.12 Furniture Expense	x								x	Monthly amount granted	Purchase, rental repair or installation of necessary furniture
.13 Education Expense	x								x	do	Out of pocket expenses for books, transportation, etc.
.14 Life Insurance Premiums	x								x	do	
.15 Telephone Expense	x								x	do	
10. Immediate Aid-Special Needs											
.1 Purpose of Cheque			x						x	Replace lost cheque 1	Show account & cheque numbers, amount of cheque
										Cancelled Cheque 2	
										First cheque of regular aid 3	Show amount only
										Single installment of regular aid 4	
										Refund of Excess Reimbursement 5	
11. Special Needs -Emergency Aid											
.1 Family Help			x	x					x	Code 1	Amount A separate form and cheque (if aid granted) is required for each special need
.2 Homemaker			x	x					x	2	
.3 Dental Care			x	x					x	3	
.4 False Teeth			x	x					x	4	
.5 Eye Care			x	x					x	5	
.6 Glasses			x	x					x	6	
.7 Ocular Appliance			x	x					x	7	
.8 Hearing Aid			x	x					x	8	
.9 Transportation for Employment			x	x					x	9	

FIELD NAME		INFORMATION SOURCE					INFORMATION APPLIES TO				CODING STRUCTURE		REMARKS
		1	2	4C	4F	3	1	2	3	4			
11.													
.10 Transportation for Medical Treatment				X	X					X	Code 10	Amount	
.11 Transportation to Visit a Patient				X	X					X	11		
.12 Repatriation Expense				X	X					X	12		
.13 Moving and Storage of Furniture				X	X					X	13		
.14 Funeral Expenses				X	X					X	14		
.15 Medical Prescriptions				X	X					X	15		
.16 Medical and Surgical Expenses				X	X					X	16		
.17 Special Clothing on Prescription				X	X					X	17		
.18 Orthopedic Shoes				X	X					X	18		
.19 Special Diet				X	X					X	19		
.20 Housing Supplement				X	X					X	20		
.21 Room and Board Supplement				X	X					X	21		
.22 Permits and Licenses required for Employment				X	X					X	22		
.23 Purchase, rental or Repair of Tools				X	X					X	23		
.24 Purchase, rental, repair or installation of essential furniture				X	X					X	24		

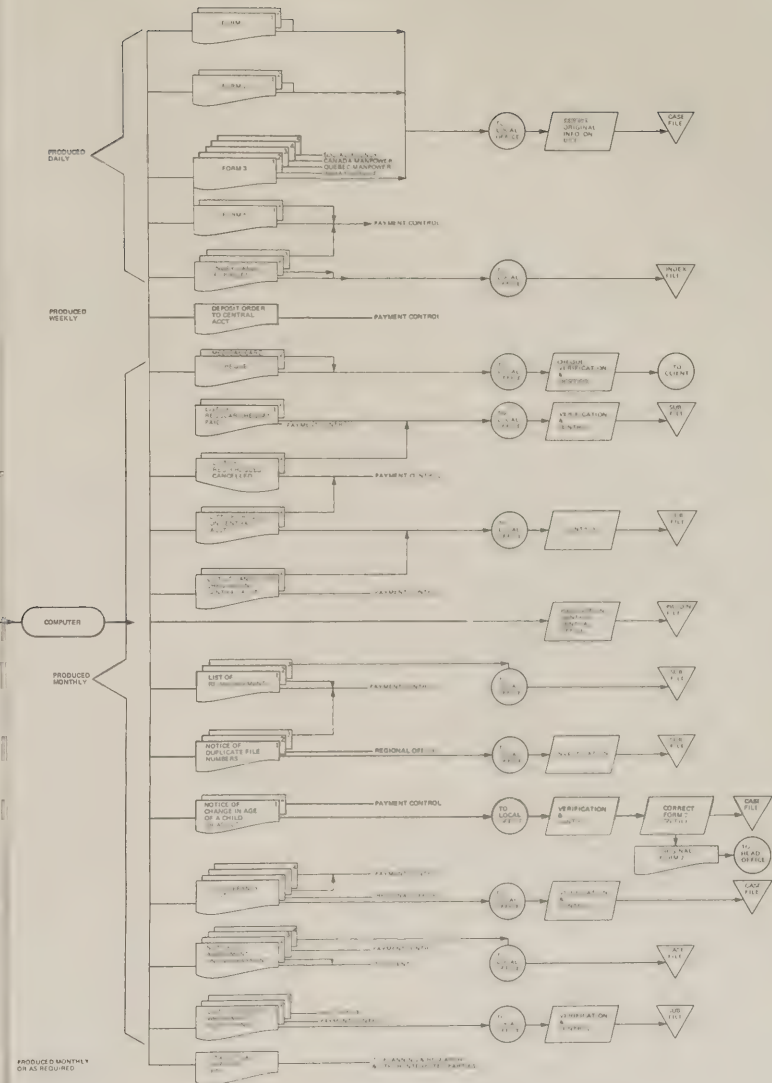
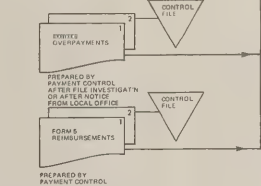
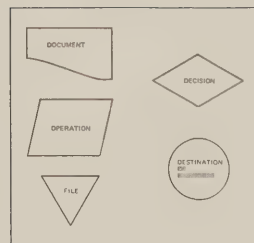
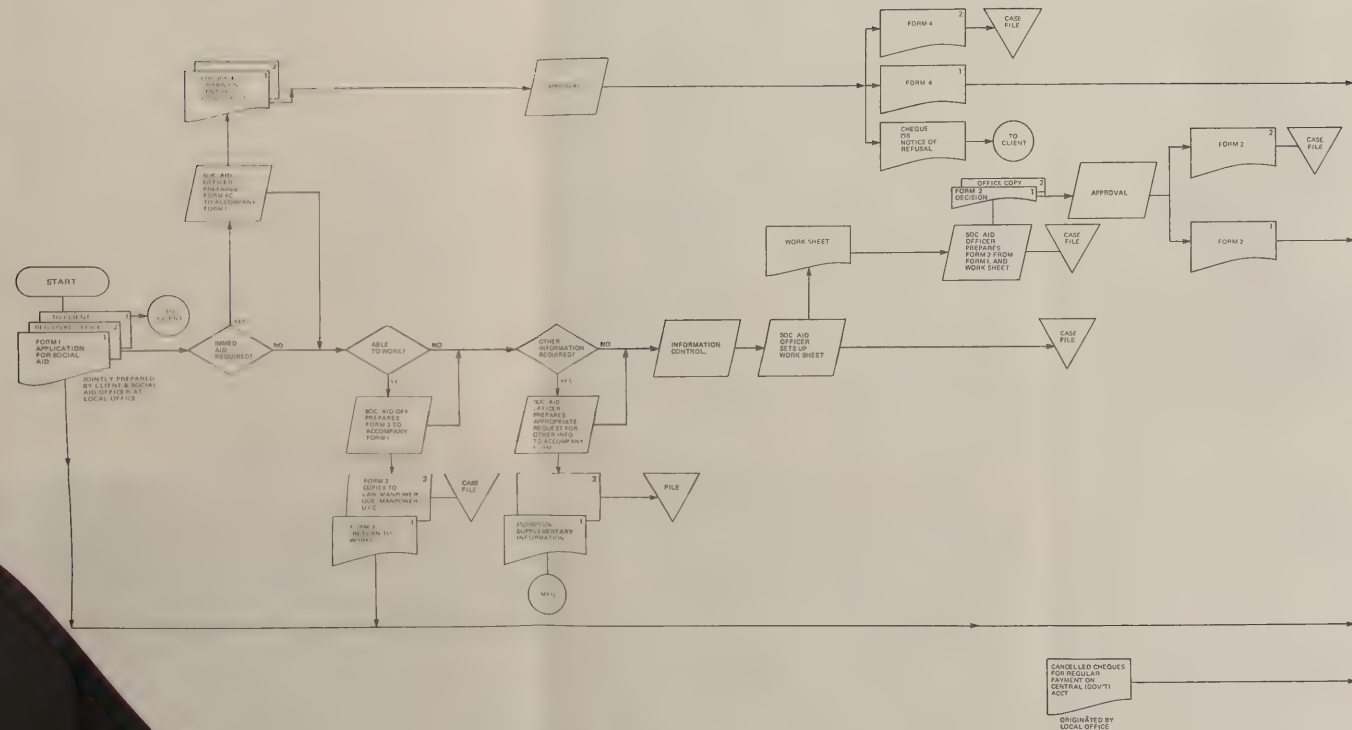
FIELD NAME	INFORMATION SOURCE					INFORMATION APPLIES TO				CODING STRUCTURE	REMARKS
	1	2	4C	4F	3	1	2	3	4		
11.											
.25 Education Expense			X	X					X	Code 25 Amount	
.26 Life Insurance			X	X					X	26	
.27 Debt Repayment (on condition)			X	X					X	27	
.28 Nursing Care			X	X					X	28	
.29 Other (Specify)			X	X					X	29	
.30 Period for which aid Requested			X	X					X	From Day/Mo/Yr To Day/Mo/Yr	
.31 Period for which Medical Card Granted			X						X	From Day/Mo/Yr To Day/Mo/Yr	
12. Supplementary Information											
.1 Employment of Spouse					X		X			Unemployed 1 Part-time 2 Full-time 3	
.2 Weekly Salary of Spouse					X		X			Amount	
.3 Length of Time since last full-time Job					X	X				Less than 6 months 1 6-12 months 2 13-24 months 3 More than 24 months 4	
.4 Previous period of Assistance					X	X				None 1 Less than 6 months 2 Less than 12 months 3 More than 1 yr 4	
.5 Further Training					X	X				Adult Vocational 1 Student (pre-employment) 2 Show last year of school successfully completed Industrial 3	

FIELD NAME	INFORMATION SOURCE					INFORMATION APPLIES TO				CODING STRUCTURE	REMARKS
	1	2	4C	4F	3	1	2	3	4		
12.											
.6 Telephone Number					X	X					
.7 Barriers to Re-employment					X	X				None 1 Long Period of Disability 2 Other 3	
.8 Unemployment Insurance Applied for since his last employment					X	X				Yes 1 No 2	
.9 Placement Priority					X	X				Category A 1 Category B 2	
.10 Date of Application for Return to Normal Life					X	X				Day/Month/Year	
.11 Selection Committee Decision					X	X				Accept 1 Pending 2 Refused 3	
.12 Date of Decision					X	X				Day/Month/Year	
.13 Decision of Return to Normal Life Committee					X	X				Yes No Motivation Treatment 1 2 Financial Aid 1 2 Mobility 1 2 Formal Education 1 2 Vocational Training 1 2 Pending Placement 1 2	
.14 Date of Decision					X	X				Day/Month/Year	
.15 Occupation Code					X	X				Primary Secondary	
.16 First Placement by Second Third Date					X	X				CMC QMC 1 2 REHAB. OTHER 3 4	Control Period 3 Mo 6 Mo 1 2 Date Day/Month/Year



FIELD NAME	INFORMATION SOURCE					INFORMATION APPLIES TO				CODING STRUCTURE	REMARKS
	1	2	4C	4F	3	1	2	3	4		
12. .17 File Closed					X	X				Return to Normal Life 1 Has Become Unemployable 2 Irrecoverable 3 Transferred 4 Disappeared 5	Date Day/Month/Year

## PROPOSED SYSTEM FOR QUEBEC SOCIAL AID ACT





## APPENDIX B

### THE MODULAR APPROACH

During the writing of the main body of this report, consideration was given to the need for an integrated system, the need to have one system rather than parallel systems, the desirability of keeping the number and content of forms to a minimum, the need for the system to be responsive to change, and the need for data to be comparable. The modular approach, adopted below, was a by-product of these considerations.

#### A modular input subsystem

The modular approach examines the parts (or modules) of the entire system. The input system can be broken down into file modules, form modules, and data modules.

One can list seven main file modules - the file on the socio-economic characteristics of the clientele, the file on the service provided to the client (income maintenance, counselling, etc.); the file on the unit administering the service (a local Departmental office, a private social agency, a Canada or Quebec Manpower Centre, etc.); the file of the individual administering the service (the caseworker, social worker, etc.); and the file on the geographical area where the client resides. (And, conceptually, a central population registry file, and a central enterprise registry file.)

For each of the clientele file, the service file, the administrative unit file, and the personnel file, there corresponds a master form (or a portion of a more inclusive form). The data contained on the form (and therefore on the files) can be further broken down into two main modules - basic data and specific data. Basic data for a given file is a set of variables or characteristics defined in a uniform way for any program and department having a similar file.

Specific data is unique to (and necessary for) only one file. The division between basic and specific data is arbitrary. However, as an example, one could consider name, address, date of birth, sex, and marital status of the family head, the spouse, and the dependent children as basic data. In contrast, financial needs and allowance rates could be considered as specific data for a service file (for granting social assistance).

The data in one file are accessible to another file by the use of links. For the service and clientele files the link is the case number, for the clientele and the personnel files it is the identification of the caseworker or social worker, and for the clientele and geographical files it is the identification of the municipality in which the case resides.

The above concepts are illustrated in Figure I.

#### Multiprogram families

Consideration of the need for the proposed system to be readily adaptable to modifications brought forward the problem of multiprogram families. (For example, a legal family with elderly members in institutions, with children in foster homes, and with other family members in receipt of



financial assistance at home.) And, the problem of multiprogram families is more acute when viewed from a national level because some provinces make payments to the family for members not residing "at home" and other provinces do not make such payments.

One could define a modular family as consisting of one adult with one or more dependent children, or of two adults married or living together as married with or without dependent children. An adult could be defined as a person 18 years of age or older; or, a person under 18 years of age and married; or, a person under 18 years of age with another individual relying on him (her) for the necessities of life. And, a dependent child could be defined as a person under 18 years of age who is not married or who does not have any offspring relying on him (her) for the necessities of life, and who, himself, depends on one or both adult members of the family for the necessities of life. In the input section, the definition of a family includes all of the above with the added restriction that all family members should be beneficiaries of financial assistance.

It may appear that the problem of the multiprogram family was solved by defining away a multiprogram family. Such was not the intent. Instead, the desire was to have the definition of a family revolve around as few variables as possible - age, sex, dependency, marital status, and filiation. By rigorously defining the smallest possible unit (a modular family and single person), it is possible (given the necessary links) to regroup one or more of these modular units in order to form an economic family.

If the "modular family" and the economic family are composed of the same individuals, it would be relatively easy to regroup the data in the service files for each program.

If, however, the economic and modular families are not composed of the same individuals, one must have identification of the economic family (for example, an economic family number) included in the information on the modular family in order that the latter may be regrouped to provide a profile of the multiprogram family.

Admittedly this procedure seems involved and somewhat utopian; nevertheless, it would appear to be the only way to obtain otherwise inaccessible statistics on economic units. Even if such statistics are not now required, the statistical system should be constructed in a manner that will permit a similar new development to occur.

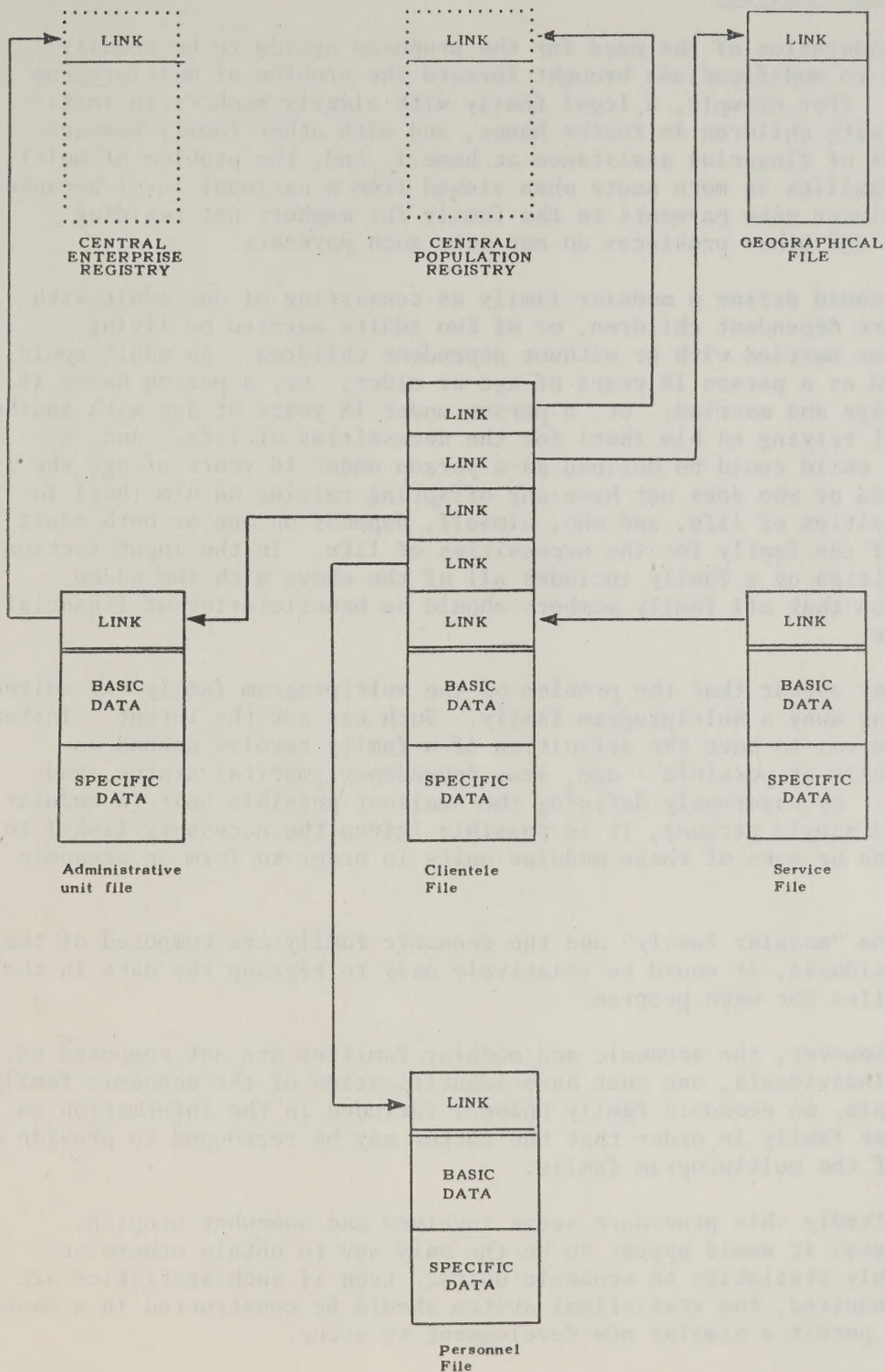


FIGURE I

The building of a modular input sub system.



## Multiprogram families

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